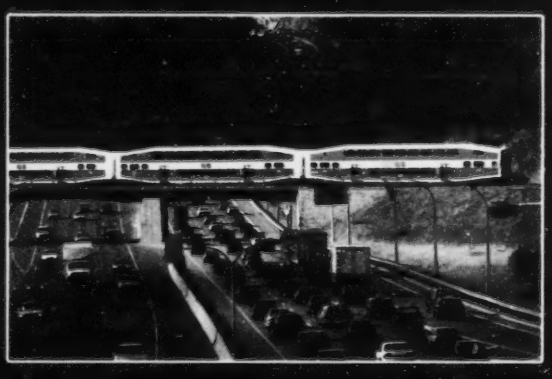

Ontario
Smart Growth

Shape the Future

Central Ontario Smart Growth Panel

Final Report

April 2003

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Final Report

April 2003

April 17, 2003

Honourable David Young
Minister of Municipal Affairs and Housing
Province of Ontario
777 Bay St., 17th Floor
M5G 2E5

Dear Minister Young:

It is with great pleasure that I present you with the final advice of the central Ontario Smart Growth panel on a long-term growth strategy for this part of the province. The panel has successfully completed its deliberations and our final report contains a comprehensive set of recommendations for managing and promoting growth in central Ontario into the year 2033.

The panel has learned a lot over the last year, and has wrestled with a very complex question: How can we best prepare central Ontario for a healthy and prosperous future? Our advice outlines a vision, core values, guiding principles, strategic directions that are key to achieving the vision, as well as an implementation framework for getting started right away.

Our recommended strategic directions stress the importance of:
- Balanced growth;
- Transit as the first priority of an integrated transportation network;
- Protection for the environment; and
- A need for a more collaborative approach to waste management.

Our implementation framework and next steps recommend the establishment of:
- A central Ontario co-ordinating body;
- A provincial facilitator;
- Heightened inter-ministry co-ordination;
- Legislation to give the Smart Growth strategy status; and
- Further research, mapping and analysis.

Achieving the vision will require further commitment by the Province — but it will also require the active participation of many others. Through this report, we also call on the Federal government, municipalities and the private sector to follow the template that we have begun to set.

Throughout our public consultations, the high level of public support for this initiative and for our directions has been impressive. We received numerous thoughtful written submissions and heard from a range of interests at our public meetings. We have made a careful effort to respond in a balanced way to all the concerns we heard. Consistently, we heard that the public supports our overall direction, but questions whether the Province will take action.

While we all recognize that there is much more work that needs to be done, the Province needs to **act now** on our recommendations.

We look forward to your government's swift response to our work.

I would like to congratulate the Province for its leadership in bringing together this diverse group of community leaders and stakeholders to address issues of future growth, livable communities, environmental protection, gridlock and waste management. These are issues of grave concern to all Ontarians.

Finally, I would like to extend thanks to the former Minister, Chris Hodgson, for his support and encouragement and to you, your staff and the folks at the Smart Growth Secretariat for all of your continued support.

Yours truly

Mayor Hazel McCallion
Central Ontario Smart Growth Panel Chair

Encls.

Cc.
Hon. Ernie Eves, Premier of Ontario
Hon. John Manley, Deputy Prime Minister, Government of Canada

A Vision for 2035

More than anything, central Ontario will be a great place to live in 2035. Its communities will be based on the pillars of a strong economy, a clean and healthy environment and social equity.

Central Ontario will offer a wide variety of choices for living. Thriving, livable, safe and productive urban and rural areas will foster community and individual well-being. The zone will be supported by a modern, well-maintained infrastructure built in accordance with a broad plan for growth. Residents will have easy access to shelter, food, education and health-care facilities, arts and recreation and information technology.

Getting around will be easy. An integrated transportation network will allow people choices for easy travel both within and between urban centres throughout the zone. Public transport will be fast, convenient and affordable. Roads, while still a significant means of transport, will be only one of a variety of effective and well-used choices for transportation. Walking and cycling will be practical elements of our urban transportation systems.

A healthy natural environment with clean air, land and water will characterize the zone. Significant natural features, such as the Oak Ridges Moraine and Niagara Escarpment, will be enhanced and protected in perpetuity. They will form the key building blocks of a regional natural-heritage system. The region's rivers and streams, forests and natural areas will be protected and easily accessible for residents to enjoy their beauty. Open spaces in our cities, towns and the countryside will provide people with a sense of place.

Unique and high-quality agricultural lands will be protected for future generations. Farming will be productive, diverse and sustainable.

Throughout the entire zone, urban centres will be characterized by compact settlement and development patterns and will supply a diversity of opportunities for living, working and enjoying culture. The evolving regional economy of the zone will have matured into an economic powerhouse of global significance. It will function as Canada's principal international gateway. The Greater Toronto Area* will be a thriving, world-class metropolis with an extraordinary waterfront. And at the heart of this metropolis, and of the zone, is Toronto, a celebrated centre of influence for commerce, culture and innovation.

All of this will translate into a place where our residents enjoy a high standard of living and an exceptional quality of life that is world-renowned.

*For the purposes of this vision, the Greater Toronto Area includes Hamilton.

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Meet the Central Ontario Smart Growth Panel

The central panel consists of leaders from municipal governments, business, education, environmental groups, transporation organizations and the development industry.

Hazel McCallion, mayor, Mississauga (panel chair)

Dr. Gordon Chong, chair, GO Transit (panel vice-chair)

Marcel Brunelle, mayor, Town of Whitby

Debbe Crandall, executive director, Save the Oak Ridges Moraine Coalition

Dr. Brian Desbiens, president, Sir Sandford Fleming College

Tony Dionisio, director, Toronto Waterfront Revitalization Corporation

Ron Eddy, mayor, Brant County

Jim Faught, executive director, Federation of Ontario Naturalists

Bill Fisch, chair, York Region

Peter Gilgan, president and chief executive officer, Mattamy Homes

Robert MacIsaac, mayor, City of Burlington

Ron Millen, deputy reeve, Smith-Ennismore-Lakefield

Ann Mulvale, mayor, Town of Oakville

Mike Murray, commissioner of transportation and environmental services, Regional Municipality of Waterloo

Fraser Nelson, general manager, Metrus Development Inc.

Case Ootes, deputy mayor, City of Toronto

John Sheridan, president, Bell Canada

Bob Wade, mayor, City of Hamilton

From left to right: Jim Faught, Debbe Crandall, Tony Dionisio, Brian Desbiens, Robert MacIsaac, Marcel Brunelle, Hazel McCallion, Chris Hodgson (former Minister of Municipal Affairs and Housing), Bill Fisch, Ron Eddy, Ann Mulvale, Gordon Chong, Ron Millen, Mike Murray

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1. Introduction and List of Recommendations

Introduction

This final report of the central Ontario Smart Growth panel, *Shape the Future* (April 2003), outlines how the Province of Ontario can move forward to achieve Smart Growth in the central zone by 2035. The report sets out short-, medium- and long-term actions that will assist the Province in accommodating the over three million more people expected in central Ontario over the next 30 years.

Appointed by the Minister of Municipal Affairs and Housing in February 2002, the central Ontario Smart Growth panel was asked to advise the government on a long-term growth strategy and on two of central Ontario's most pressing growth issues: gridlock and waste management. To fulfill this mandate, the panel has spent the past year consulting with stakeholders and the public, meeting with experts and evaluating research on growth management.

In preparing this final report, the panel has wrestled with a complex question: How can we best prepare central Ontario for a healthy and prosperous future?

To answer this question, the panel first developed a common vision for central Ontario in 2035. This vision has been shaped by the many diverse perspectives represented on the panel, those views heard during public meetings and from the knowledge and experiences of experts from within government and the private sector.

The panel then set out a series of core values and guiding principles for governing decisions about future growth, to ensure that its vision is carried out. The panel subsequently identified a number of strategic directions and a possible growth concept that chart a course for achieving its Smart Growth vision. To get started right away on this new course, the panel has also laid out an implementation framework and next steps for the province.

The panel's recommended strategic directions stress the importance of:

- Balanced growth;
- Transit as the first priority for an integrated transportation network;
- Protection for the environment;
- A need for a more collaborative approach to waste management; and
- Optimization of existing infrastructure.

The recommended implementation framework and next steps include a call for the establishment of:

- A central Ontario co-ordinating body;
- A provincial facilitator;
- Heightened inter-ministry co-ordination;
- Legislation to give the Smart Growth strategy status; and
- Further research, mapping and analysis.

While this report is directed to the Province, the panel fully recognizes that achieving Smart Growth will require the active participation of the federal government, municipalities and the private sector. Individual decisions will also play an important role in achieving Smart Growth.

Appended to this final report are the panel's interim advice to the Province on short-term actions to unlock gridlock (August 2002), as well as its recommended early actions on growth management (November 2002). (See appendices ii and iii.)

Growth is an opportunity. If it is well managed, growth can contribute to all the things that we associate with a high quality of life — such as efficient transportation and transit systems, water and sewer systems and accessible schools and hospitals.

The panel's recommendations for achieving Smart Growth are comprehensive. Implementing these recommendations will go a long way toward achieving the Province's

Smart Growth goals. However, during its short mandate, the panel was not able to address in detail every issue relevant to a Smart Growth strategy. While consensus was attained on many aspects of how to implement this advice, many important questions remain to be answered. These should be resolved in consultation with key stakeholders and the public.

The panel urges the Province to adopt the recommended vision, core values, guiding principles, strategic directions and growth concept outlined in this report. It also advises the Province to undertake the recommended next steps with respect to immediate investments and policy changes, establishing an implementation framework and undertaking further research and analysis.

Provincial Smart Growth Goals

Grow Toward a Better Future: a co-ordinated approach to managing and promoting sustainable growth.

Improve Competitiveness and Increase Opportunity: helping Ontario's communities reach their economic potential.

Make Better Decisions About Infrastructure: using our resources more wisely by optimizing the use of existing infrastructure such as roads, sewer and water systems.

Create Transportation Choices: encouraging better choices in travel between and within communities.

Protect and Enhance the Environment: protecting the quality of our air, our land and our water by steering growth pressures away from significant agricultural lands and natural areas.

Build Livable Communities: building strong, safe, attractive and vibrant communities.

List of Recommendations

STRATEGIC DIRECTIONS

Reshaping where and how we live

1. The priority action is to attract and direct *balanced growth* (a balance of jobs and people) within existing urban and *settlement areas*, to support compact development and optimize existing infrastructure.

2. Focus provincial priorities for public investment on supporting existing urban and *settlement areas*, and in particular on a dynamic system of linked *regional nodes* and corridors, as set out in the growth concept. Public investment should lead development.

3. Manage growth within the context of the *natural-heritage system* and protection of unique and irreplaceable agricultural lands.

4. Identify urban expansion areas well in advance as part of comprehensive planning. Urban expansions should conform to the Smart Growth strategic directions, including but not limited to supporting and enhancing the growth concept of *nodes* and corridors, optimizing infrastructure and having carefully planned servicing, and not opening prematurely so as to result in "leap-frog" settlement.

5. Preserve employment lands, as designated in Official Plans, particularly those located adjacent to, or nearby, major transportation corridors, or replace employment lands if they are re-designated.

Note: Definitions of italicized words can be found in the Glossary of Terms

6. Address the issue of affordable housing, especially in *regional nodes*, facilitating accessory units in residential areas, and providing incentives for construction of new rental housing.

7. Support downtown revitalization, brownfield redevelopment, cultural heritage conservation and waterfront revitalization, in order to attract development to existing urban and *settlement areas*. This includes removal of planning and regulatory barriers and provision of incentives for these kinds of projects.

Protecting the environment

8. Recognize *rural lands* (outside of *settlement areas*) as primarily for sustainable resource use and protection (this includes agriculture, forests, water, aggregates, and natural-heritage features, etc.).

9. Minimize the impact of non-resource based uses on *rural lands* (outside of *settlement areas*). To achieve this, further severances and settlement in areas identified for sustainable resource use and protection should be strictly limited.

10. Include measures in the Provincial central zone Smart Growth strategy to protect *resources* (agricultural lands, forests, water sources, mineral aggregates and natural-heritage features) and allow for their use, where appropriate.

11. Identify a *natural-heritage system* (NHS) of core areas and corridors and linkages, and make growth decisions within the context of protecting and managing the system. This NHS should be developed at the scale of the central zone.

12. Different levels of protection will need to be in place for different features and in different areas. Lands that are deemed unique and irreplaceable (e.g., the Oak Ridges Moraine and Niagara Escarpment) should receive the highest level of protection.

13. Undertake further work to identify and protect unique and irreplaceable agricultural lands.

14. Recognize and support an economically prosperous agricultural industry in the Smart Growth strategy.

15. Provide clear direction for balancing resource use between rural and urban areas, and within rural areas, in the Smart Growth strategy.

Unlocking gridlock

16. Invest in existing inter-regional and local transit to bring them up to a high level and standard of service and to meet the demands of growth.

17. Implement brand new transit initiatives that will enhance corridors and link *regional and urban nodes* of activity to each other throughout the zone.

18. Make transit the first priority for transportation investment to serve identified centres, *regional nodes, regional economic areas*, and corridors. Other transportation investments should be weighed against investing more into transit. In order to lead growth, transit must be put in place soon. The panel recommends establishing benchmarks (timelines) and targets (e.g., modal split, per cent of the population served by transit), and that investments in modal types should be weighed by the ability to meet these benchmarks and targets.

19. Recognize the contribution of walking and cycling to human health, the environment, and urban vitality. These modes should be encouraged and planned for in all places.

20. Coordinate the transit, roads/highway, air, rail and marine transportation network to ensure an integrated transportation network to serve people and goods movement.

21. Priority highway corridors should be the ones that facilitate international trade and contribute to economic success. These *economic corridors* should form a grid, in order to facilitate both north-south and east-west movement of goods and people.

22. The province needs to ensure that all trade corridors (road, rail, air, marine) are used for goods movement and that they do not encourage unbalanced growth.

23. The Ministry of Transportation, with its partners, still needs to develop a goods movement strategy. As part of this work, the province should fully explore all potential and possibility to use rail, air and marine travel, for freight.

24. The Federal government should support and invest in airports, ports and water travel where they meet the Smart Growth vision, principles and strategic directions. The province should invest in the supporting infrastructure for these modes.

Rethinking how we manage waste

25. Significantly reduce dependence on export of municipal waste to the United States over the next 5 years, and eliminate export of municipal waste to the U.S. in 10 years. This can be achieved through implementation of a range of measures by the province and municipalities. Managing waste better requires a collaborative effort across the zone.

26. Maximize waste diversion programs. Waste Diversion Ontario (WDO) has a critical role to play in increasing waste diversion in the immediate short term.

27. Aggressively enforce recycling and diversion regulations governing institutional, commercial and industrial (IC & I) waste.

28. Establish a regulatory regime for the diversion (composting) of organic waste in the short term. A plan for managing organic waste in central Ontario should be developed in the next 2–5 years. The WDO should be approached to undertake this work.

29. To ensure cost-effective management of organic waste, financial incentives could be created by the province to encourage cross-regional cooperation in the development of appropriate infrastructure.

30. Establish a regulatory regime governing organics in Ontario — as in other jurisdictions, such as the European Union and Nova Scotia — that will prohibit the disposal of organic matter in landfill. This would be phased in over a period of 10 years.

31. Assess private sector landfill capacity to determine if in the short-term, pressure on creating new landfill can be alleviated through changing current restrictions on existing private landfill. Municipal access to these landfill sites should be considered following consultation with the private sector.

32. Include energy from waste or thermal treatment as an integral element in the portfolio of waste management options. A review of current provincial definitions of "disposal" and "diversion" with respect to energy from waste systems is necessary.

33. Encourage the implementation of user-pay programs by municipalities within the next 2–5 years, as a disincentive to waste production. The province should consider building incentives into any other waste funding programs to motivate municipalities to establish user pay programs.

34. Develop a range of incentives to encourage municipalities to collaborate on waste reduction, diversion and disposal efforts for both residential and IC & I waste. This would allow municipalities to take advantage of economies of scale and avoid excess capacity in individual facilities.

35. The province should initiate, in consultation with Waste Diversion Ontario, discussions with the Federal government and other jurisdictions to assess industry standards for packaging in order to reduce waste at the source.

36. Establish an information clearinghouse to disseminate information on new waste management systems.

Optimizing other infrastructure

37. Place priority on optimizing existing infrastructure, both soft and hard (e.g., water, wastewater, institutions, services and tourism) in order to accommodate expected growth in the most efficient manner.

38. Recognize and invest in the social infrastructure (arts, cultural heritage, health, sports, recreation, education) that will support desired patterns of growth and livable communities.

39. Adequately protect water sources, through source protection and watershed planning. In addition to protecting clean water resources, there should also be a strong effort made to restore degraded lakes and rivers. (See also part II — Protecting the environment).

40. Ensure that water and wastewater infrastructure is well maintained and respectful of the environment. This means investment in renewal and upgrade of existing systems. Full-cost pricing (incorporating the concepts of life cycle/replacement) to ensure funds to maintain this infrastructure will be necessary. Development and adoption of new technologies in this field should be encouraged and supported.

41. Plan and manage water and wastewater on a watershed basis, or in a watershed context. This includes water conservation, source protection, stormwater source control, avoiding intra-basin transfers, etc.

42. The province needs to invest in post-secondary institutions to support knowledge based activities, R&D, etc., in order to support jobs and economic growth in all communities.

43. The province should ensure that broadband infrastructure is promoted and facilitated throughout the zone.

44. Energy efficiency and district energy should be priorities in planning, both in subdivision design and in built form, and should be incorporated into the planning process.

IMPLEMENTATION FRAMEWORK AND NEXT STEPS

Establish an implementation framework

1a. The Province establish an accountable stakeholder body, advisory to the province, with the authority and resources to co-ordinate implementation of elements of a Provincial Smart Growth strategy that cross municipal boundaries.

1b. The Province establish a body/provincial facilitator within the provincial government with the authority and resources to co-ordinate and ensure that the policies of all provincial government ministries support Smart Growth goals and strategic directions.

1c. Identify legislation to give appropriate status to the Smart Growth strategy.

Immediate investments and actions

2a. Invest immediately and significantly in transit *capital* as recommended in the *Central Panel's Interim Advice on Unlocking Gridlock*, August 2002 (see Appendix ii), and implement the proposed GO Transit bus rapid transit spine and connectors.

2b. Act on the remainder of the panel's interim gridlock advice of August 2002 (see Appendix ii) regarding transit operations, demand management and incident management.

2c. Act on the central panel's early actions advice of November 2002 (see Appendix iii).

Further research, mapping and analysis

3a. Further develop the panel's preliminary mapping and analysis of natural-heritage, agriculture and other resources.

3b. Further develop the panel's integrated transportation network and waste management recommendations by completing a transportation master plan and a waste management master plan, for the zone.

3c. Further develop the panel's recommended growth concept and set short-, medium-, and long-term (30-year) targets for the Smart Growth strategy.

3d. Evaluate a range of planning and fiscal tools to achieve the direction and targets in the Smart Growth strategy, and identify preferred tools.

3e. Develop a monitoring network to assess the effectiveness of the strategy in achieving the Smart Growth strategy's vision, principles and core values.

Other related initiatives

4a. Support key related initiatives within the government that support the panel's strategic directions.

2. What if There Were No Smart Growth?

It is estimated that more than 15 million people will live in Ontario by 2026. That's almost four million more than in 1999. Most of this growth will happen in central Ontario. The 2001 Statistics Canada census shows that, from 1996 to 2001, almost half of Canada's total population growth — and more than 90 per cent of Ontario's growth — took place in central Ontario. The central Ontario Smart Growth panel assumed, in its deliberations, that these trends would continue.

It is good that people want to live here. Our children, grandchildren, as well as newcomers from other parts of Canada and abroad, will contribute to our rich fabric of life. They will start new businesses that create jobs and contribute to tax revenues. They will provide a market for the products and services that are produced and delivered here. They will contribute to cultural diversity and vibrant communities.

But, it is clear that central Ontario cannot allow growth to just happen. When growth is not managed well, it comes at a price. Chronic gridlock, increasing smog and loss of green spaces can result in a deteriorated quality of life.

Smart Growth is about making responsible choices to maintain a high quality of life while communities grow. Strategic investment in infrastructure is needed by all levels of government and the private sector to accommodate and encourage future growth and to ensure a prosperous future. Growth issues cross municipal boundaries, sectors and disciplines, therefore working together collaboratively is essential.

What would happen in 30 years if there were no Smart Growth strategy — if growth continued at its current pace while current levels of investment in infrastructure continued, and trends in planning remained unchanged? And, if we continued to allow incremental decision-making and investment to guide our future?

Note: Definitions of italicized words can be found in the Glossary of Terms

Several studies that investigate these questions were made available to the panel during its deliberations, including reports of the Greater Toronto Home Builders Association, the Federation of Ontario Naturalists, the City of Toronto, and others (see Appendix vii: Bibliography).

An independent Canadian research organization, the Neptis Foundation, commissioned a study in 2000 to model the outcome of a range of business-as-usual assumptions for a geographic area almost identical to the central zone. The report was completed in 2002 and is available to the public from the Neptis Foundation (www.neptis.org). The panel also received a report prepared by Hemson Consulting Limited that looks at development trends and land needs in central Ontario over the next 30 years.

Together, these reports suggest that while great progress has been made in how we have managed growth over the past decade, if current trends in infrastructure investment, employment, consumer preferences, commuting patterns and land supply continue, the impact of growth on our quality of life over the next 30 years will be profound.

Commuting to work would take longer. Travelling in morning rush hour would take us 45 per cent longer than it does now, even though distances would only increase by nine per cent (Neptis, 2002). This would be time lost with our family and friends.

We would spend more time in our cars. The future populations of new suburbs would experience a 658 per cent increase in the number of kilometres they drive per day on average (Neptis, 2002). Under current development patterns, most new growth is expected to happen in new suburbs where distances would be further from urban centres and employment areas, and options for transit use would be limited.

More land would be consumed. Urban development in the Toronto-related region would cover about 1,069 square kilometres — an area nearly twice the size of the current City of Toronto (Neptis, 2002).

Figure 1: Road Congestion 2001 and 2031

Road Congestion - Peak Periods 2000

Estimated Congestion Levels of Traffic in 2031

Air quality would get worse. Even with stronger emission controls and improvements in the fuel-efficiency of cars, the carbon dioxide produced by cars would go up by 42 per cent on average (Neptis, 2002).

Economic competitiveness would suffer. Delays in the movement of goods due to increased traffic gridlock would increase costs for businesses and consumers. Even today congestion in the Toronto areas costs the economy an additional $1.8 billion dollars per year (MTO).

Taxes could be higher. New revenue sources would be required to build roads, transit, water and sewer systems in new urban areas and to maintain and upgrade our current infrastructure in existing developments.

Land available to meet residential needs would be limited. If current market preferences for employment and housing don't change, land currently zoned for residential development will only meet our needs until 2017. Even with higher-density housing and intensification, the current demand for housing is much higher than the land available to meet the demand.

These statistics are taken from the Neptis Foundation's interim report of 2002 entitled *Implications of Business-as-Usual Development*, from a 2003 report by Hemson Consulting Limited entitled *Growth and Urban Land Need in Central Ontario* and from Ministry of Transportation files.

3. Vision, Core Values and Principles

The central Ontario Smart Growth panel has developed a broad vision for this region. The vision should reflect the collective values, principles and goals of the people who live in central Ontario. That vision will, in turn, guide decisions on how land is developed and where public dollars are invested.

A vision for 2035

More than anything, central Ontario will be a great place to live in 2035. Its communities will be based on the pillars of a strong economy, a clean and healthy environment and social equity.

Central Ontario will offer a wide variety of choices for living. Thriving, livable, safe and productive urban and rural areas will foster community and individual well-being. The zone will be supported by a modern, well-maintained infrastructure built in accordance with a broad plan for growth. Residents will have easy access to shelter, food, education and health-care facilities, arts and recreation and information technology.

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All of this will translate into a place where our residents enjoy a high standard of living and an exceptional quality of life that is world-renowned.

*For the purposes of this vision, the Greater Toronto Area includes Hamilton.

The central Ontario Smart Growth panel has also developed three guiding principles. The principles are built upon six core values.

Guiding principles for a Smart Growth strategy

The panel's Smart Growth vision is based on three principles:

1. Managing growth in a way that balances the goals of economic prosperity, environmental sustainability and social equity.

2. Leaving future generations an abundance of clean air, clean water and productive land.

3. Providing the means for all of our citizens to develop to the fullest extent of their capabilities.

These guiding principles are built upon the following values:

Sustainability: Our actions today will not limit the choices available to future generations. The decisions we make today will always have tomorrow in mind.

Diversity: We will strive to achieve biological diversity within natural systems, a wide range of economic enterprises and job opportunities in our communities and social diversity within neighbourhoods across the zone.

Conservation: We will strive for efficiencies that conserve the use of natural resources. Our cultural heritage assets will be respected and protected. We will respond to the needs of the natural world.

Providing choices: We will provide citizens with choices for where they live, where they work and how they move from place to place. These choices will be subject to a hierarchy of interests, which recognize that, in some instances, the greater public good must override local interests.

Equity: We will establish a framework within which the citizens of the zone will have equal access to employment opportunities, public services, health and social care and public decision-making.

Collaboration: We will reach our objectives through a process of open and collaborative decision-making.

4. Strategic Directions

The panel's strategic directions are organized under five headings:

I Reshaping where and how we live

II Protecting the environment

III Unlocking gridlock

IV Rethinking how we manage waste

V Optimizing other infrastructure

Over the next 30 years, central Ontario will be home to over three million more people. The strategic directions in this document form the basis of the central Ontario Smart Growth panel's advice on a Smart Growth strategy to ensure that growth is well managed.

This part of the panel's advice — strategic directions — articulates the direction the panel feels central Ontario should move towards, over the next 30 years. It describes the recommended approach to growth, to transportation, waste management and other infrastructure investments, and to protection and management of the environment and natural resources. The strategic directions should be read in the context of the vision, principles and core values, which are premised on the three pillars of a strong economy, a clean and healthy environment, and social equity.

The growth concept, comprised of the maps in this section, is a graphic illustration of many of the strategic directions described in this document (see Map 7).

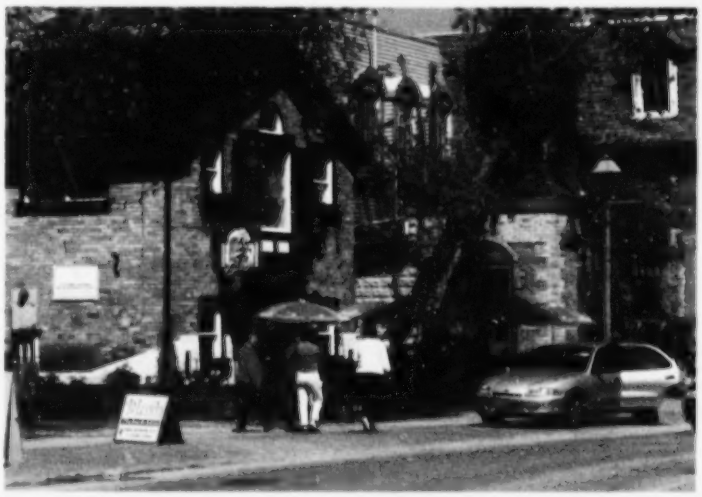
The panel recognizes that managing growth is a complex undertaking. This advice is comprehensive in its approach, but it raises important questions and next steps that require further action and discussion. Recommendations on an implementation framework and next steps can be found in section 5 of this report.

I. Reshaping where and how we live

Ontario Smart Growth is about planning for future growth, accommodating an increase in population in central Ontario of about 3.5 million people by 2035, and doing so in such a way that contributes to economic, environmental and social objectives. Where and how people live and work is at the core of planning for growth. It is essential to plan carefully for growth to make transit more attractive and cost effective, prevent more gridlock, reduce air emissions, protect natural features, including source protection areas, and agricultural lands, and build a diversity of livable vibrant communities.

This advice should form the basis for the Province's Smart Growth strategy for central Ontario, and will provide the overall direction to guide all decision-making about managing growth. The strategy should include mechanisms for 30-year planning horizons, and should address current needs as well as prepare for future needs, opportunities and challenges.

Provincial leadership, vision, and financial investment is required to deliver long-term planning at the scale of the zone. The central Ontario panel strongly recommends the Province demonstrate this leadership and continue to work on Smart Growth, as discussed further in section 5: Implementation Framework and Next Steps.



The overall pattern of population and employment growth in the central Ontario zone should evolve within a dynamic system or network. At a broad level, this system has a *metropolis* (the Greater Toronto Area and Hamilton), with Toronto at its heart, and *regional economic areas*. At a slightly more detailed level, the system is comprised of *urban centres*, mixed-use compact *regional nodes*, and *inter-regional corridors* linking the *regional nodes*. *Regional nodes* and *inter-regional corridors* are shown on map 5 (Rapid Transit) in Unlocking gridlock. The panel also envisions a more detailed level of *urban nodes* and *urban corridors*. These are not shown on the map and should be identified over time.

This pattern of growth in urban areas is supported by smaller towns, *settlement areas* and rural communities across the zone. The panel recognizes the importance of rural communities and their contribution to the overall health and diversity of central Ontario. Rural communities are an integral part of the zone's future, and they face both growth promotion and growth management challenges. As such, they need the tools to remain viable places to live, work and play. Many small towns experiencing population decline have excess infrastructure capacity and are well positioned to accommodate some growth. The panel supports rural economic development and infrastructure programs such as the OSTAR (Ontario Small Town and Rural) initiative.

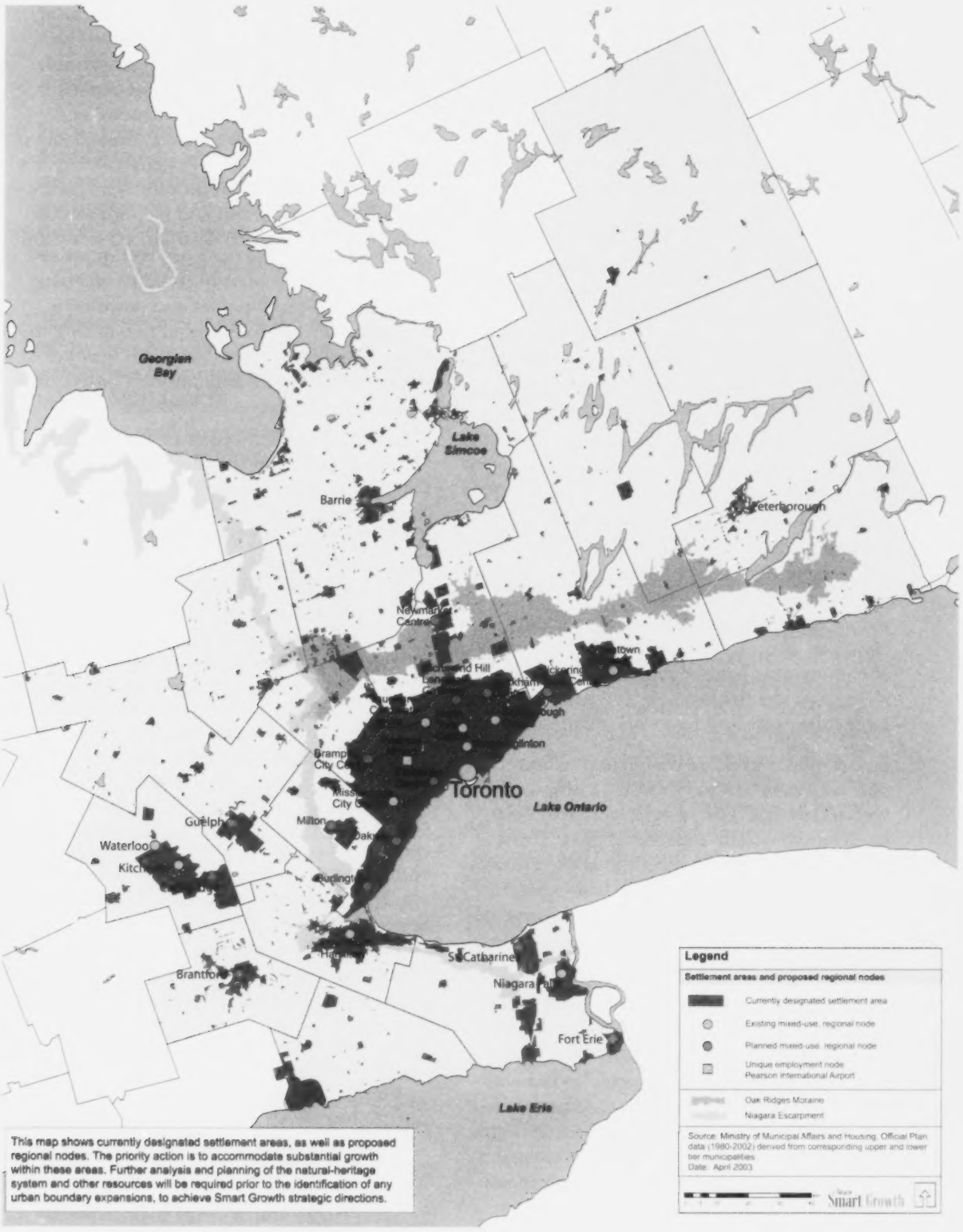
Building on, and emphasizing, the proposed pattern of growth will reinforce and support conditions for a variety of economic activities, allow for co-ordinated planning and protection of natural heritage, and provide direction for priority infrastructure investment and development. Specifically, in identifying where *balanced growth* will occur, the panel believes residential and employment growth should:

- be maximized within *regional nodes* (see map 1) and along urban transit corridors to achieve transit supportive land use;
- optimize the use of existing infrastructure;
- be directed to existing designated urban and *settlement areas*;
- support *regional economic areas*; and
- not occur where it compromises the *natural-heritage system* or unique agricultural lands identified for protection.

The panel recognizes that there are limitations to, and challenges in, accommodating all urban growth within existing urban areas. Strengthened policies, including those aimed at urban intensification and brownfield redevelopment, with targeted funding for transit, will help address these limitations and maximize the amount of growth that occurs within existing urban boundaries.

Note: Definitions of italicized words can be found in the Glossary of Terms

Map 1: Designated Settlement Areas and Proposed Regional Nodes



This map shows currently designated settlement areas, as well as proposed regional nodes. The priority action is to accommodate substantial growth within these areas. Further analysis and planning of the natural-heritage system and other resources will be required prior to the identification of any urban boundary expansions, to achieve Smart Growth strategic directions.

Map 1: Designated Settlement Areas and Proposed Regional Nodes

This map shows currently designated settlement areas, as well as proposed regional nodes. The priority action is to accommodate substantial growth within these areas. Further analysis and planning of the natural heritage system and other resources will be required prior to the identification of any urban boundary expansions, to achieve Smart Growth strategic directions.

Over the next 30 years, with a potential population increase of some 3.5 million people, and even assuming compact development patterns, there will nevertheless be a need to expand currently designated urban boundaries. These urban expansion areas should be identified well in advance as part of comprehensive planning, and should conform to Smart Growth directions, including the following:

- support and enhance the growth concept of *regional nodes* and corridors;
- optimize infrastructure and have carefully planned servicing;
- not be opened prematurely so as to result in "leap-frog" settlement; and
- not occur where it will compromise the *natural-heritage system* or on unique agricultural lands identified for protection.

Urban and *settlement areas* include the following uses: residential, employment, institutional, infrastructure, greenspace and openspace. All of these uses should be planned for over the long term. The panel recognizes that achievement of employment lands targets or designations is challenging, due to the nature of economic cycles and uncertainty. However, ensuring there is a sufficient supply of employment lands throughout the zone, close to residential lands, is necessary to reinforce mixed-use and live-work relationships.

Map 1 shows existing designated urban and *settlement areas*, as well as proposed *regional nodes*. The priority action should be to accommodate substantial growth within these existing areas to meet the above criteria. Map 1 does not show where urban expansion should occur, as this requires further analysis and planning (see below, and recommendations for Next Steps).

Compact development is an important part of achieving Smart Growth. It helps create the convenient neighbourhood centres that people want. Compact building design also presents opportunities to absorb growth and development in a way that uses land more efficiently. Plans for incorporating more compact development must be co-ordinated with all transportation planning and investments, parks and open space, and school planning, among other things. The distribution of these clusters of development within *regional nodes* can have a significant positive impact on open space preservation and air quality while also reducing traffic congestion.

Walkable and bikeable communities are integral to achieving the goals of Smart Growth because they enhance mobility, reduce negative environmental consequences, strengthen economies, and support stronger communities through improved social interaction. Communities should be built so that walking and cycling to destinations is a viable alternative to taking the car.

Brownfield redevelopment and downtown revitalization will be essential to realizing the goals of compact form, successful *regional nodes*, and livable communities. Conservation and re-use of cultural heritage amenities (e.g., restoring historic buildings as new and alternative uses) should be pursued as an opportunity to preserve a strong sense of place in conjunction with redevelopment. Barriers to these kinds of redevelopment should be removed, and improved tools and incentives put in place. The waterfronts of the communities in the central zone offer unique opportunities for redevelopment and revitalization, and are important for creating a healthy place to live, work, and play. The panel recognizes the importance of Toronto's waterfront as an economic driver for the central Ontario zone.

Providing choice is a guiding principle of the panel's recommendations. This includes choice of where and how to live. The panel encourages provision of all forms and types of housing that support its Smart Growth strategic directions. Affordable housing is a key issue for the central zone. The affordability of housing affects household movement, with the cost of housing in existing urban areas acting as a driver of suburbanization and limiting the choices available to many residents. A lack of affordable housing affects the ability of communities to attract workers. The Smart Growth strategy should address the issue of affordable housing especially in *regional nodes*, facilitating the availability of accessory units in residential areas, and providing incentives for construction of new rental housing.

Recommendations:

1. **The priority action is to attract and direct *balanced growth* (a balance of jobs and people) within existing urban and *settlement areas*, to support compact development and optimize existing infrastructure.**

2. **Focus provincial priorities for public investment on supporting existing urban and *settlement areas*, and in particular on a dynamic system of linked *regional nodes* and corridors, as set out in the growth concept. Public investment should lead development.**

3. **Manage growth within the context of the *natural-heritage system* and protection of unique and irreplaceable agricultural lands.**

4. **Identify urban expansion areas well in advance as part of comprehensive planning. Urban expansions should conform to the Smart Growth strategic directions, including but not limited to supporting and enhancing the growth concept of *nodes* and corridors, optimizing infrastructure and having carefully planned servicing, and not opening prematurely so as to result in "leap-frog" settlement.**

5. **Preserve employment lands, as designated in Official Plans, particularly those located adjacent to, or nearby, major transportation corridors, or replace employment lands if they are re-designated.**

6. **Address the issue of affordable housing, especially in *regional nodes*, facilitating accessory units in residential areas, and providing incentives for construction of new rental housing.**

7. **Support downtown revitalization, brownfield redevelopment, cultural heritage conservation and waterfront revitalization, in order to attract development to existing urban and *settlement areas*. This includes removal of planning and regulatory barriers and provision of incentives for these kinds of projects.**

II. Protecting the environment

This section includes recommendations about rural areas, natural heritage, and specific resource issues of agricultural lands and mineral aggregates.

The panel recognizes the public need for a healthy and sustainable ecosystem, as well as the need to manage growth in a way that balances the goals of economic prosperity, environmental sustainability, and social equity. These are part of the panel's principles and core values, and the following statements should be read with those principles and values in mind.

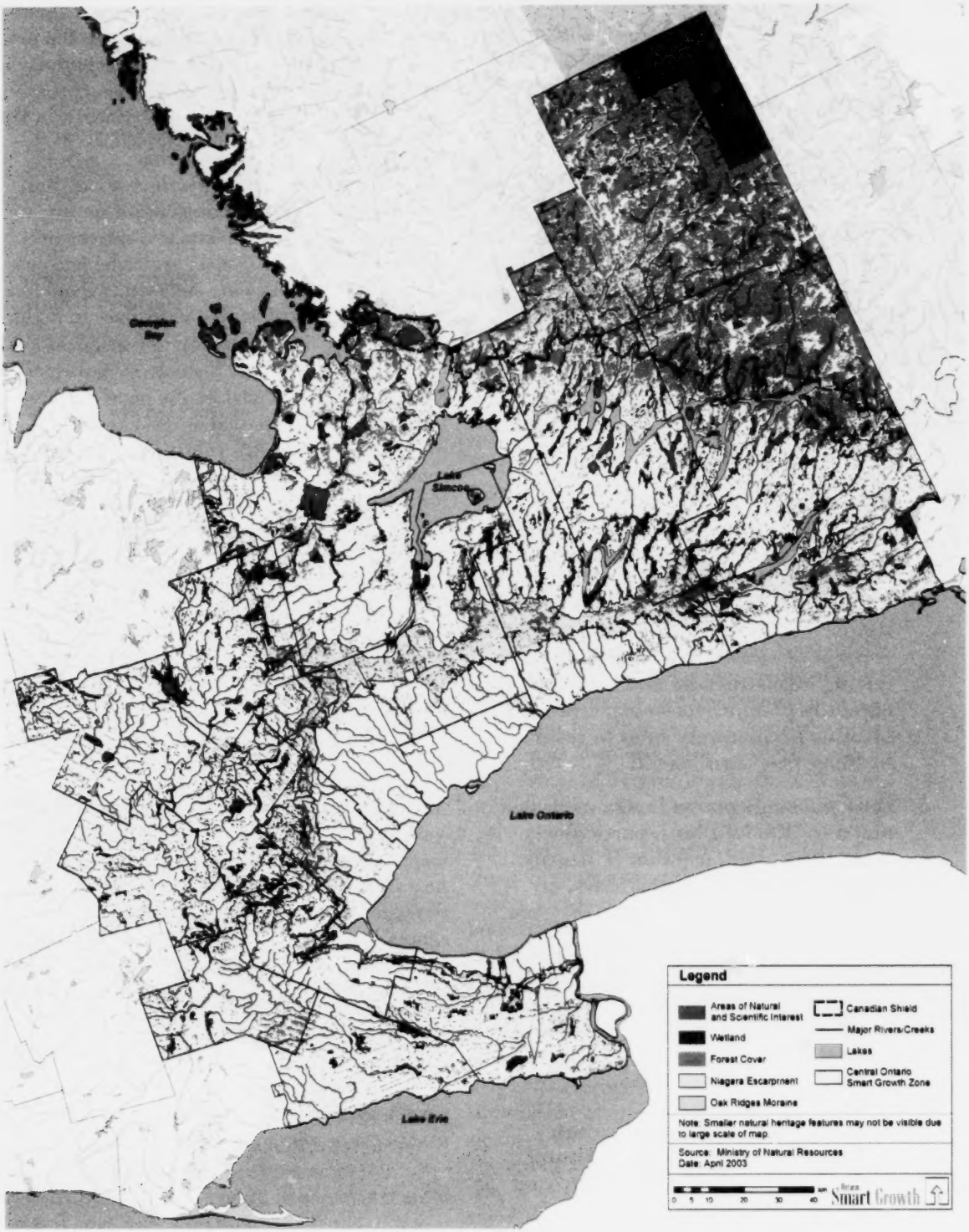
Rural lands

Rural lands are defined by the panel as those lands that are not settled or designated for urban use. Rural lands contribute to the environmental health of the zone, and to resource uses such as agriculture and aggregates. Small towns and *settlement areas* are scattered throughout rural central Ontario. These communities are vital to the health of the central zone, and were discussed previously in part I.

Rural lands should be primarily for sustainable *resource* use and protection, including agriculture, aggregates, water, forests and other natural-heritage features. More detailed work is required to identify and map the unique and irreplaceable *resources* of the central zone (natural heritage, agriculture, aggregates, water sources, forests, etc). It is essential that this mapping and detailed policy work be completed. As a first step, the panel has begun to identify the types of *resources* and some criteria that should be used to identify *resources* to be protected.

The panel recognizes that there is frequently a conflict between residential development and resource use. The province and municipalities need a clear and reasonable mechanism to permit resource use on *rural lands*. See also discussion of mineral aggregates, below.

Map 2: Selected Existing Natural-Heritage Features



Natural heritage

The panel feels that clearly identifying, protecting, and managing a zone-wide *natural-heritage system* is the best way to achieve the Smart Growth goal of steering growth away from significant natural areas. The *natural-heritage system* is defined as the system of urban and rural natural core areas and corridors with significant ecological value. They collectively perform important ecological functions such as improving air and water quality, and providing habitat.

Map 2 shows selected existing natural-heritage features in the central zone — the Niagara Escarpment, Oak Ridges Moraine, the Canadian Shield, major rivers and creeks, wetlands, forest cover, and Areas of Natural and Scientific Interest (ANSIs).

Further work is required to identify criteria, define the *natural-heritage system*, and identify protection and management mechanisms (see recommendation 3a in Implementation Framework and Next Steps).

The level of protection for natural heritage that can be achieved through development will vary. In existing urban areas, protection might have to be less stringent and incentive-based. In approved areas for development, the province and municipalities may be able to apply slightly more stringent levels of protection. New development should be subject to stringent tools and/or provide incentives that steer growth away from key *resources* and the *natural-heritage system*.

Water sources must also be adequately protected, through source protection and watershed planning. Recommendations regarding water resources are in part IV: Optimizing other infrastructure.

Agriculture

Agriculture is a significant part of the central Ontario economy, and the panel recognizes that there is a finite supply of agricultural *resources* in the central zone. Map 3 shows existing agricultural lands in classes 1, 2, and 3, as well as the Niagara tender fruit lands and grape lands, and the Holland Marsh.

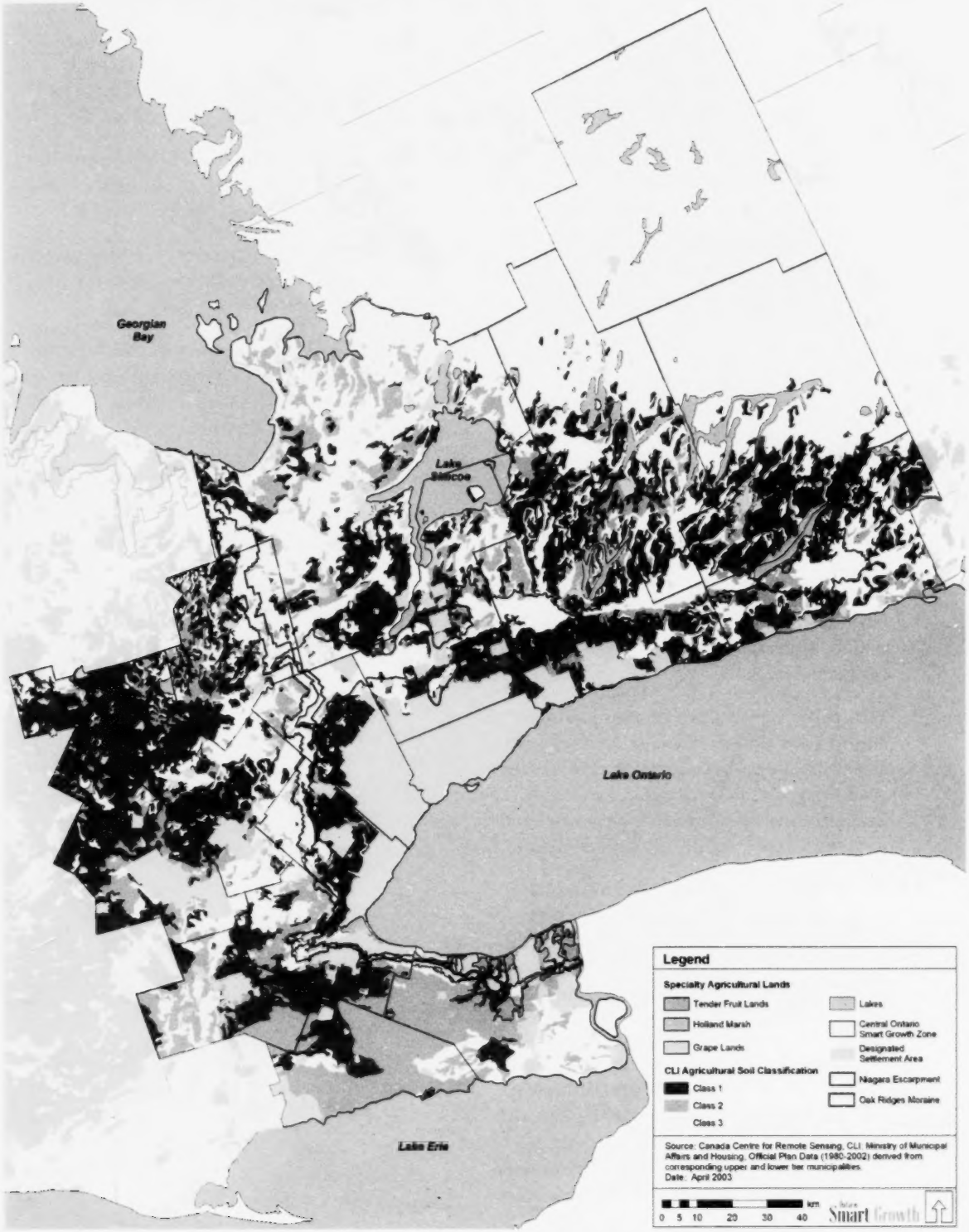
Some agricultural lands are particularly productive due to:

- a high potential for agricultural production (i.e., prime agricultural lands);
- climate conditions affecting crop growth and the ability to grow certain crops (i.e., orientation, temperature, wind, etc.);
- a critical mass of agricultural operations and activities and access to services required for efficiency of operations;
- presence of infrastructure and valued-added activities related to agricultural operations;
- access to large stable market conditions (i.e., proximity to the GTA market and access to urban services);
- access to skilled work force and knowledge base; and
- production and distribution efficiency (i.e., access to adequate facilities and efficient goods movement — transportation).

The potential for ensuring a competitive agricultural sector in the central zone rests in capitalizing on the location, diversity and productivity of the lands. There must be a stronger commitment to their long-term productive capability and their long-term protection. More work is required to identify and protect unique and irreplaceable agricultural lands (see recommendation 3a in Implementation Framework and Next Steps).

Protecting agricultural lands will contribute to a prosperous agricultural industry. However, the panel recognizes that many factors in addition to land use and planning affect the agricultural sector, including market forces, consumer preferences, agricultural policies, and trade policies.

Map 3: Existing Agricultural Lands



Aggregates

Mineral aggregate resources are essential to a strong provincial economy. In balancing resource use decisions, the panel recognizes that *aggregate* extraction is an interim use, and that lands are currently required to be progressively (in phases) rehabilitated in accordance with an approved plan, following extraction. Map 4 shows existing mineral aggregate resources in central Ontario.

The panel recognizes the environmental, social, and economic importance of ensuring close-to-market *aggregate resources*. *Aggregate resources* that are close to market should be protected against "sterilization" and made available for use. This does not imply that an aggregate automatically overrides other *resources*. Proper balancing of all *resources* is required.

Recommendations

8. **Recognize *rural lands* (outside of *settlement areas*) as primarily for sustainable resource use and protection (this includes agriculture, forests, water, aggregates, and natural-heritage features, etc.).**

9. **Minimize the impact of non-resource-based uses on *rural lands* (outside of *settlement areas*). To achieve this, further severances and settlement in areas identified for sustainable resource use and protection should be strictly limited.**

10. **Include measures in the provincial central zone Smart Growth strategy to protect *resources* (agricultural lands, forests, water sources, mineral aggregates and natural-heritage features) and allow for their use, where appropriate.**

11. **Identify a *natural-heritage system (NHS)* of core areas and corridors/linkages, and make growth decisions within the context of protecting and managing the system. This *NHS* should be developed at the scale of the central zone.**

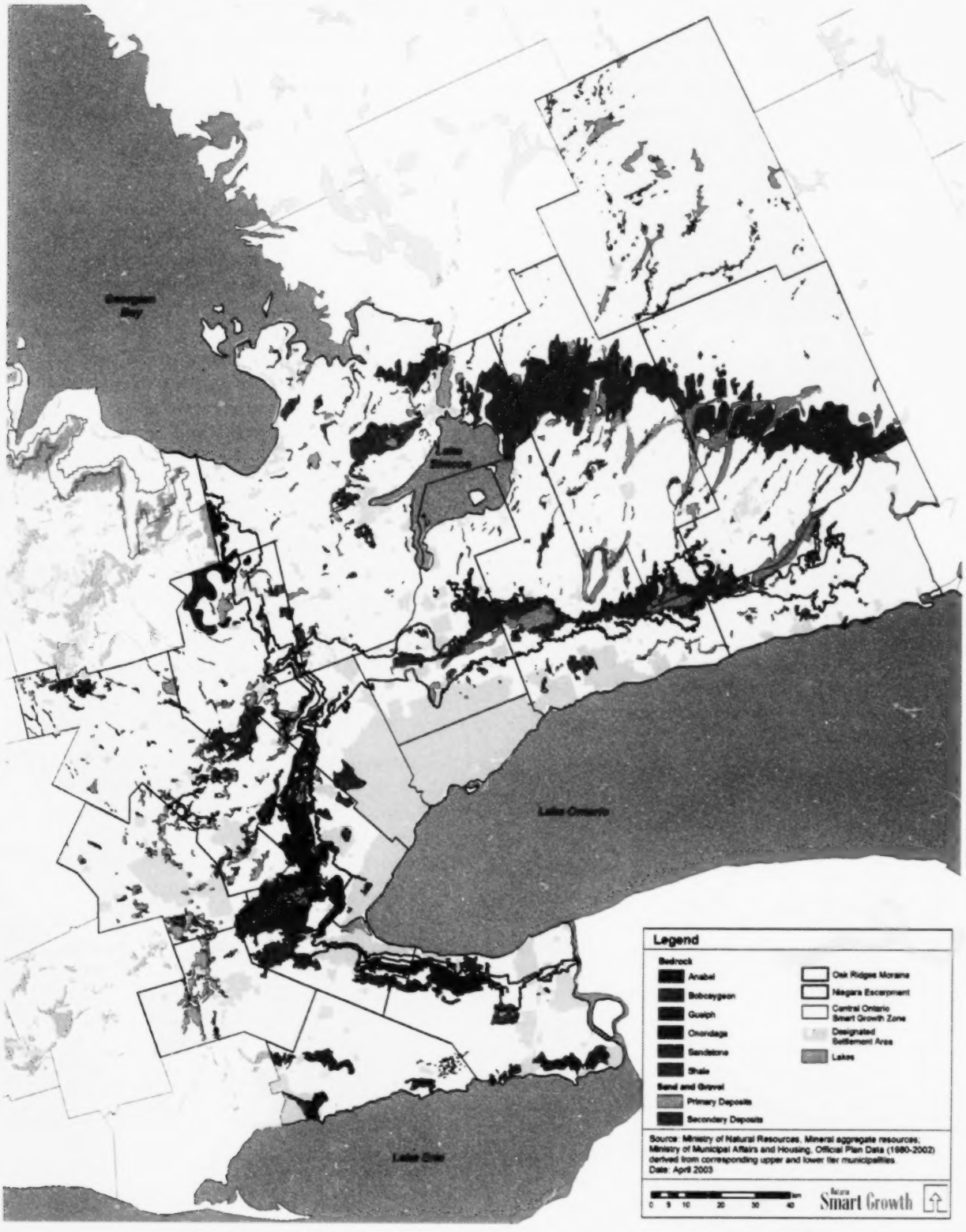
12. **Different levels of protection will need to be in place for different features and in different areas. Lands that are deemed unique and irreplaceable (e.g., the Oak Ridges Moraine and Niagara Escarpment) should receive the highest level of protection.**

13. **Undertake further work to identify and protect unique and irreplaceable agricultural lands.**

14. **Recognize and support an economically prosperous agricultural industry in the Smart Growth strategy.**

15. **Provide clear direction for balancing resource use between rural and urban areas, and within rural areas, in the Smart Growth strategy.**

Map 4: Existing Mineral Aggregate Resources



III. Unlocking gridlock

The central Ontario Smart Growth panel was asked to look specifically at unlocking gridlock, as a priority issue. The panel's approach to unlocking gridlock involves four key areas: transportation demand management, investment in transit, transit supportive land-use planning, and an integrated transportation network that includes goods movement.

Transportation demand management

Transportation demand management (TDM) is a fundamental element of optimizing the existing transportation system. *TDM* includes employee programs, incentives/disincentives, carpooling, high occupancy vehicle (HOV) lanes, and more. It should be widely supported and implemented by the province and municipalities. The central panel's interim advice in August 2002 included several specific recommendations for *TDM* activities, including transit fare incentives, workplace incentives, and HOV lanes (see Appendix ii).

Investment in transit

The panel has a bold transit vision: to have in place a transit system (both inter-regional and local) as good as anywhere in the world that meets or exceeds the needs of forecasted growth for the central zone over the next 30 years.

This transit system will be highly integrated and multi-modal, integrating rail, bus, cycling and walking, and will be supported by new and sustainable sources of funding, and by successful implementation of transit supportive land-use planning. The inter-relationship of successful transit and transit supportive land-use patterns is fundamental. Sustained financial investment in transit (both capital and operating) by federal, provincial and municipal governments, the private sector and users is of critical importance.

The central panel's interim advice (August 2002) recommended a number of short-term transit investments, including immediate implementation of an inter-regional transit grid in the GTA, *higher order transit* on specific corridors, key rail grade separations, improvements to Union Station, commuter parking, *transit priority*, and implementation of the GO Transit 10-year capital plan. The panel has also endorsed in principle, GO Transit's Inter-regional Bus Rapid Transit (BRT) System, as one of the ways to address gridlock in the GTA, and suggested it be built and operational within the next 5 years.

Transit supportive land-use planning

Transit supportive land-use planning involves ensuring sufficient numbers of people and jobs are located in areas to make transit efficient, and conversely, providing transit services to encourage higher numbers of people and jobs to locate in an area. Walking and cycling are integral parts of transit supportive design. Built form and urban design contribute to walkable communities (see also part I: Reshaping where and how we live).

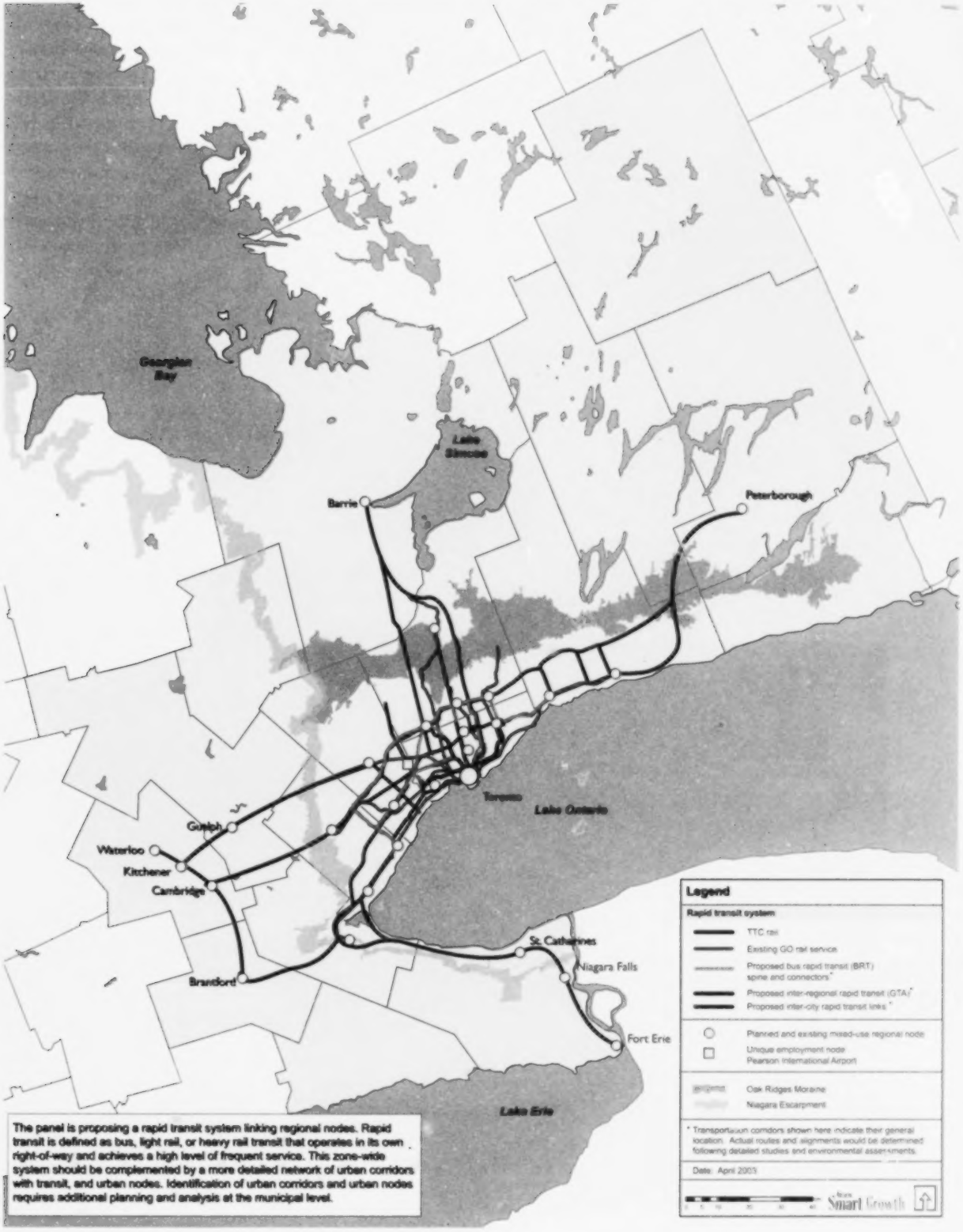
Within the *metropolis* and *regional economic areas*, *urban corridors* should be identified to link the mixed-use *nodes*, and these corridors should be highly developed. *Urban corridors* include main streets and arterials, for example Bloor St. and Yonge St. in Toronto, Highway 7 in York Region, Taunton-Steeles and Rossland Roads in Durham, Hurontario in Mississauga and Brampton, King St. in Waterloo, Main St. in Hamilton, Bronte Rd. in Oakville, and St. Paul St. in St. Catharines.

Inter-regional corridors leading to outlying centres should also be further identified, building on the panel's proposed corridors (see map 5). *Inter-regional corridors* may not necessarily be developed or built along their length and should preserve urban separators.

Taunton Road (shown here through Oshawa) has been identifed by Durham Regio as an urban corridor, planned to receive increased transit services and development
Photo credit: Region of Durham

Note: Definitions of italicized words can be found in the Glossary of Terms

Map 5: Proposed Rapid Transit System 2035



The panel is proposing a rapid transit system linking regional nodes. Rapid transit is defined as bus, light rail, or heavy rail transit that operates in its own right-of-way and achieves a high level of frequent service. This zone-wide system should be complemented by a more detailed network of urban corridors with transit, and urban nodes. Identification of urban corridors and urban nodes requires additional planning and analysis at the municipal level.

Map 6: Goods Movement and Economic Corridors 2035 and Beyond

Economic prosperity is dependent on the efficient movement of goods. This map shows existing and proposed freight rail, air, marine, road and inter-modal facilities, as well as long term economic corridors, that require investment to 2035 and beyond. The Ministry of Transportation is undertaking a Goods Movement Strategy to further develop this work.

An integrated transportation network

The central panel has also recommended that the government commit to creating an integrated transportation network (August 2002 interim advice). The basic inter-regional transit and highway elements of this network are illustrated on maps 5 and 6. See recommendations 1a and 3b in Implementation Framework and Next Steps, regarding the need for a co-ordinating body and a detailed transportation master plan, to further develop the concepts shown on these maps.

This goods movement network is critical for the economic success of central Ontario and should be maintained and supported. The Ministry of Transportation is currently developing a goods movement strategy. This work should be completed as quickly as possible.

Map 6 shows existing highways, planned highways over the next 20–30 years, plus some long-term conceptual *economic corridors* that still require substantial study and analysis. Map 6 also shows airports, ports, key rail freight lines and road-rail inter-modal facilities.

Air travel, whether it is for the cargo or passenger plane, is also an integral part of the multi-modal network. This includes the increasingly important role of regional airports in the future.

Map 7 shows the proposed transportation elements of the growth concept, existing settlement areas and proposed regional nodes.

Recommendations

16. **Invest in existing inter-regional and local transit to bring them up to a high level and standard of service and to meet the demands of growth.**

17. **Implement brand new transit initiatives that will enhance corridors and link *regional and urban nodes* of activity to each other throughout the zone.**

18. **Make transit the first priority for transportation investment to serve identified centres, *regional nodes*, *regional economic areas*, and corridors. Other transportation investments should be weighed against investing**

more into transit. In order to lead growth, transit must be put in place soon. The panel recommends establishing benchmarks (timelines) and targets (e.g., modal split, per cent of the population served by transit), and that investments in modal types should be weighed by the ability to meet these benchmarks and targets.

19. Recognize the contribution of walking and cycling to human health, the environment, and urban vitality. These modes should be encouraged and planned for in all places.

20. Co-ordinate the transit, roads/highway, air, rail and marine transportation network to ensure an integrated transportation network to serve people and goods movement.

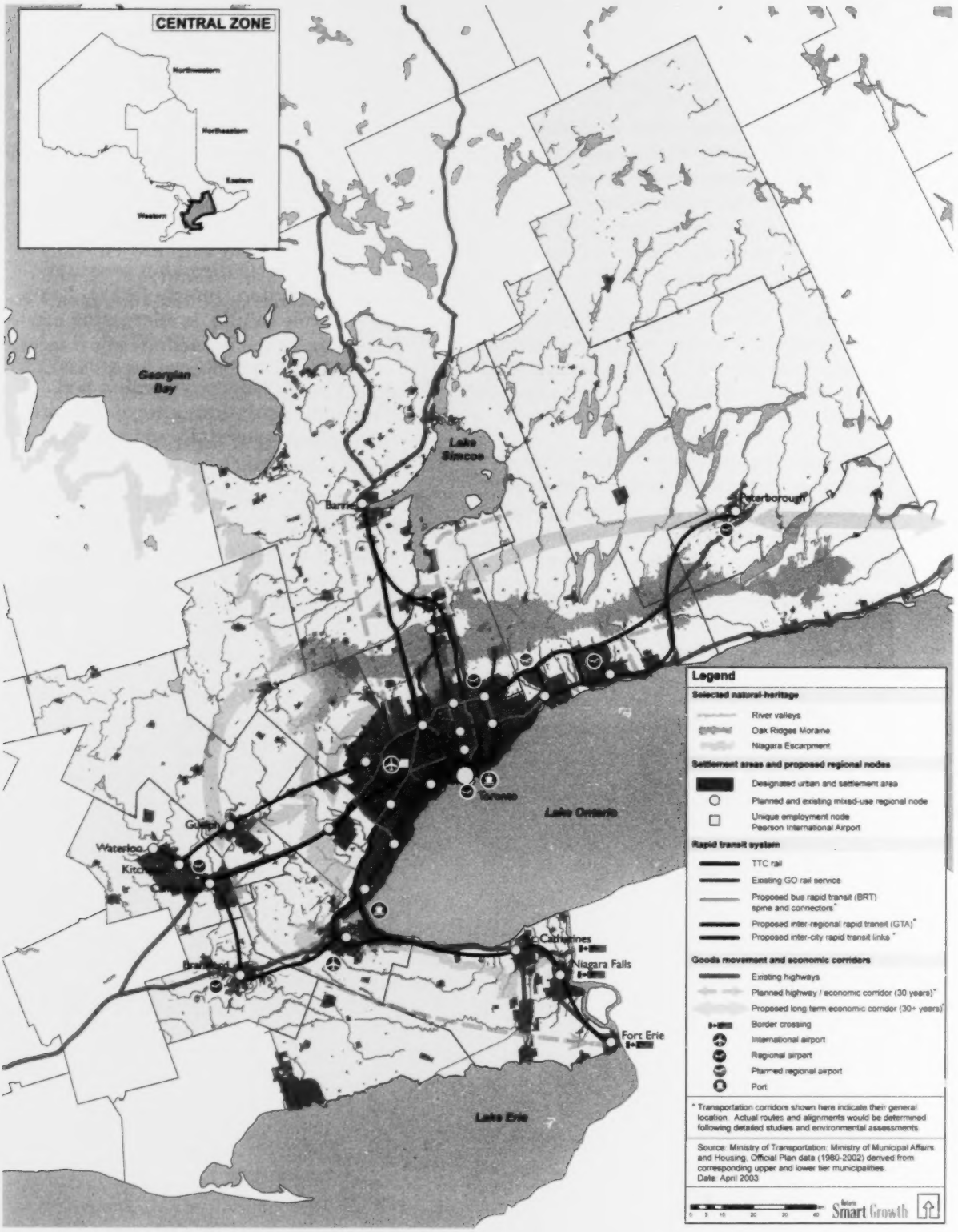
21. Priority highway corridors should be the ones that facilitate international trade and contribute to economic success. These *economic corridors* should form a grid, in order to facilitate both north-south and east-west movement of goods and people.

22. The Province needs to ensure that all trade corridors (road, rail, air, marine) are used for goods movement and that they do not encourage unbalanced growth.

23. The Ministry of Transportation, with its partners, still needs to develop a goods movement strategy. As part of this work, the province should fully explore all potential and possibility to use rail, air and marine travel, for freight.

24. The Federal government should support and invest in airports, ports and water travel where they meet the Smart Growth vision, principles and strategic directions. The Province should invest in the supporting infrastructure for these modes.

Map 7: Growth Concept 2035 and Beyond



CENTRAL ZONE

Georgian Bay
Lake Simcoe
Barrie
Peterborough
Toronto
Lake Ontario
Guelph
Waterloo
Kitchener
Cambridge
Brantford
St. Catharines
Lake Erie
Legend

IV. Rethinking how we manage waste

The central Ontario Smart Growth panel was asked to look specifically at waste management as a priority issue.

The panel recommends that in order to meet the waste management goals of reducing dependency on landfill and export, the province and municipalities should implement a diverse portfolio of options, which include reduction at source, re-use, recycling, composting, landfill, energy from waste and thermal treatment, and potential new waste-management technologies.

The panel is suggesting that the goal of waste management be to reduce dependence on export of municipal waste to the United States within five years and to eliminate this dependence in ten years.

The panel recognizes that it is important to focus on reducing waste at source, and that all sectors (residential, private, public) have a role to play in adopting a sustainable approach to waste reduction at source.

Mandatory diversion targets to be met by municipalities should be set by the province in the short term, following consultation with municipalities. These targets should be phased in over a 30-year period. Diversion should be clearly defined and non-compliance with the targets should be penalized.

Rationalization of current private sector landfill capacity in Ontario is needed. The panel has suggested that an objective should be to reduce the current dependency on landfill over the next 30 years. It is also recognized that in the next 5–10 years, as we phase out the export of waste to the U.S., there will be pressure to expand domestic landfill capacity.

New waste management technologies should be explored by the provincial and federal governments, and where appropriate invested in. A clearinghouse to disseminate information on new waste management systems to interested stakeholders would help in this regard.

While the panel recognizes that the management of bio-solids (sewage sludge) is an important waste issue, it is currently being addressed through other provincial processes.

Recommendations

25. **Significantly reduce dependence on export of municipal waste to the United States over the next 5 years, and eliminate export of municipal waste to the U.S. in 10 years. This can be achieved through implementation of a range of measures by the province and municipalities. Managing waste better requires a collaborative effort across the zone.**

26. **Maximize waste diversion programs. Waste Diversion Ontario (WDO) has a critical role to play in increasing waste diversion in the immediate short term.**

27. **Aggressively enforce recycling and diversion regulations governing institutional, commercial and industrial (IC & I) waste.**

28. **Establish a regulatory regime for the diversion (composting) of organic waste in the short term. A plan for managing organic waste in central Ontario should be developed in the next 2–5 years. The WDO should be approached to undertake this work.**

29. **To ensure cost-effective management of organic waste, financial incentives could be created by the province to encourage cross-regional cooperation in the development of appropriate infrastructure.**

30. **Establish a regulatory regime governing organics in Ontario — as in other jurisdictions, such as the European Union and Nova Scotia — that will prohibit the disposal of organic matter in landfill. This would be phased in over a period of 10 years.**

31. **Assess private sector landfill capacity to determine if in the short-term, pressure on creating new landfill can be alleviated through changing current restrictions on existing private landfill. Municipal access to these landfill sites should be considered following consultation with the private sector.**

32. **Include energy from waste or thermal treatment as an integral element in the portfolio of waste management options. A review of current provincial definitions of "disposal" and "diversion" with respect to energy from waste systems is necessary.**

33. **Encourage the implementation of user-pay programs by municipalities within the next 2–5 years, as a disincentive to waste production. The province should consider building incentives into any other waste funding programs to motivate municipalities to establish user-pay programs.**

34. **Develop a range of incentives to encourage municipalities to collaborate on waste reduction, diversion and disposal efforts for both residential and IC & I waste. This would allow municipalities to take advantage of economies of scale and avoid excess capacity in individual facilities.**

35. **The Province should initiate, in consultation with Waste Diversion Ontario, discussions with the federal government and other jurisdictions to assess industry standards for packaging in order to reduce waste at the source.**

36. **Establish an information clearinghouse to disseminate information on new waste management systems.**

V. Optimizing other infrastructure

In addition to transportation and waste management, there are other infrastructure needs to support and encourage desired growth patterns. This includes water and wastewater (also mentioned in parts I and II), power and energy, broadband (internet), tourism services and amenities, and social infrastructure services such as education, and health care.

The priority, similar to other recommended strategic directions, should be to optimize existing infrastructure, both soft and hard (e.g., water, wastewater, institutions, services and tourism), to accommodate expected growth in the most efficient manner. Collaboration and co-operation will be required among municipalities and all stakeholders to optimize infrastructure investment as growth occurs.

There is an opportunity through investment in services and infrastructure, to make communities across the zone attractive places for newcomers to live and work. All levels of government should consider planning to maximize the attraction and arrival of immigrants to benefit the economy and quality of life.

Water sources need to be adequately protected, through source protection and watershed planning. In addition to protecting clean water *resources*, there should also be a strong effort made to restore degraded lakes and rivers. Water and wastewater management are interrelated, and the panel recommends an integrated approach in managing them. Protection of water resources is also an important element of protecting the environment (part II).

The shift to a knowledge/services economy should be embraced and the central zone must be prepared. The panel recognizes that implementation is expensive due to hardware costs, nature of monopoly ownership, etc.

To manage demand for energy and maintain our lifestyle in the face of population growth and declining supplies of traditional energy sources, the panel recommends a two-pronged approach. This would involve energy conservation, along with the use of alternative energies and district heating and cooling.

The built environment is an important driver of energy use. Energy efficiency should be the priority in planning, both in subdivision design and in built form. District energy (heating and cooling) and alternative energies (e.g., local and individual solar water heating) should be incorporated into the planning process. In addition to energy efficiency requirements in the building code for new construction, a mechanism for encouraging inclusion of energy retrofits during building modification should be considered.

Recommendations

37. **Place priority on optimizing existing infrastructure, both soft and hard (e.g., water, wastewater, institutions, services and tourism) in order to accommodate expected growth in the most efficient manner.**

38. **Recognize and invest in the social infrastructure (arts, cultural heritage, health, sports, recreation, education) that will support desired patterns of growth and livable communities.**

39. **Adequately protect water sources, through source protection and watershed planning. In addition to protecting clean water resources, there should also be a strong effort made to restore degraded lakes and rivers. (See also part II: Protecting the environment).**

40. **Ensure that water and wastewater infrastructure is well maintained and respectful of the environment. This means investment in renewal and upgrade of existing systems. Full-cost pricing (incorporating the concepts of life cycle/replacement) to ensure funds to maintain this infrastructure will be necessary. Development and adoption of new technologies in this field should be encouraged and supported.**

41. **Plan and manage water and wastewater on a watershed basis, or in a watershed context. This includes water conservation, source protection, stormwater source control, avoiding intra-basin transfers, etc.**

42. **The province needs to invest in post-secondary institutions to support knowledge based activities, R&D, etc., in order to support jobs and economic growth in all communities.**

43. **The province should ensure that broadband infrastructure is promoted and facilitated throughout the zone.**

44. **Energy efficiency and district energy should be priorities in planning, both in subdivision design and in built form, and should be incorporated into the planning process.**

5. Implementation Framework and Next Steps

The recommendations in this section deal with next steps for the province to take, building on the panel's recommended strategic directions. While the panel reached consensus on much of this advice, more time was needed to debate all the issues fully, and consensus was not achieved on every point.

These recommendations are submitted for further consideration by the Province and discussion with all stakeholders.

The recommendations include establishing an implementation framework, a number of immediate capital investments and policy actions, and some additional research, mapping and analysis to further develop the panel's strategic directions and growth concept. Table 1 summarizes the implementation recommendations with a possible timeline.

Table 1: Possible Timeline for Recommendations on Implementation and Next Steps

	2–4 months	4–6 months	6–12 months	12–18 months	2 years	5 years	10 years	10+ years
1. Implementation Framework								
1a. Establish an accountable advisory body to co-ordinate implementation	→	→	→					
1b. Establish a body/provincial facilitator to co-ordinate inter-ministry implementation	→	→	→					
1c. Identify legislation to give appropriate status to the strategy	→	→	→					
2. Immediate investments and actions as per interim advice								
2a. Transit capital investment (GO transit, inter-regional transit, etc)	→	→	→	→	→	→	→	→
2b. Other gridlock advice (transit access, demand management, incident management)	→	→	→	→	→	→	→	→
2c. Early actions to implement Smart Growth (EA process, OMB, Building Green, etc)	→	→	→	→	→			
3. Further research, mapping and analysis								
3a. Mapping and analysis of natural heritage, agriculture, and other resources	→	→	→	→				
3b. Transportation and waste master plans	→	→	→	→				
3c. Growth concept, development targets and municipal plans	→	→	→	→				
3d. Planning and fiscal tools	→	→	→	→	→			
3e. Monitoring the effectiveness of the strategy				→	→	→	→	→
4. Other initiatives								
4a. Support key related provincial initiatives	→	→	→	→	→	→	→	→

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3. Further research, mapping and analysis								
3a. Mapping and analysis of natural heritage, agriculture, and other resources								
3b. Transportation and waste master plans								
3c. Growth concept, development targets and municipal plans								
3d. Planning and fiscal tools								
3e. Monitoring the effectiveness of the strategy								
4. Other initiatives								
4a. Support key related provincial initiatives								

A significant effort from all three levels of government, the private sector, and citizens of this area will be required in order to achieve the panel's recommendations and achieve Smart Growth. Accommodating 3.5 million more people, protecting the built and natural environment, maintaining infrastructure and services and improving quality of life will be a real challenge. The panel knows it will be very costly. It will require a change in the way things have been done in the past.

But the panel is optimistic that it can be done. These recommendations on an implementation framework and next steps identify the actions the province must take.

1. Establish an implementation framework

The panel has called for co-ordination of land-use and infrastructure decisions affecting issues that cross municipal boundaries. This includes such issues as land use, transportation (transit and roads), waste management and water and wastewater. Co-ordination is required across municipalities, within the Province and between all three levels of government.

Central Ontario co-ordinating body

Recommendation

1a. The Province establish an accountable stakeholder body, advisory to the Province, with the authority and resources to co-ordinate implementation of elements of a Provincial Smart Growth strategy that cross municipal boundaries.

Timing: Confirm Terms of Reference within 6 months; Establish co-ordinating body within 12 months.

The province should establish an accountable advisory body to co-ordinate implementation of key elements of the Smart Growth strategy. This co-ordinating body should have as its first priority the implementation of an integrated transportation network for a geographically-modified central zone area, beginning with transit.

The mandate of this advisory body should include, but not be limited to:

- facilitate cross-jurisdictional infrastructure planning and investment;
- further develop the transportation master plan with the province, based on the panel's strategic directions and growth concept, and identify priorities and phasing for implementation;
- recommend prioritization of funds for implementation of the plan; and
- seek stakeholder input and build consensus for implementation actions.

This group would be established at approximately the scale of the zone — a modified central zone geography — and have the ability to establish issue-specific and geographic-based sub-groups as necessary.

This co-ordinating body should not have operational responsibilities in its mandate. The specifics of the relationship of this body to the existing planning structure and provincial mandate require further exploration.

Participation in the co-ordinating body should come from a cross-section of sectors. Details about membership, degree of authority and other responsibilities and mandate require further discussion and consultation with stakeholders.

Inter-ministry office/provincial facilitator

Recommendation

1b. The Province establish a body/provincial facilitator within the provincial government with the authority and resources to co-ordinate and ensure that the policies of all provincial government ministries support Smart Growth goals and strategic directions.

Timing: Confirm Terms of Reference within 6 months; Establish body or office within 12 months.

Since the inception of Ontario Smart Growth in 2001, considerable effort has been made to ensure inter-ministry co-operation and co-ordination. All of the recommendations in this report require ongoing inter-ministry involvement, and the Province should ensure that some process remains in place for this to happen.

In its status report of November 2002, the panel recommended the Province establish a Provincial Facilitator to assist in co-ordinating the implementation of Smart Growth and to assist in mediation and dispute resolution.

The Province should consider the following roles for an inter-ministry body and a Provincial Facilitator:

- Ensure consistency between provincial policies and investments and the Smart Growth strategy;
- Work closely with the recommended stakeholder co-ordinating body, when appropriate, to ensure integration of external and internal implementation of Smart Growth; and
- Provide mediation and conflict resolution for specific initiatives or proposals as required to implement Smart Growth.

Each provincial ministry has well developed external stakeholder relationships. These networks, either formal or informal, should be supported, and their input encouraged, perhaps through the establishment of technical advisory groups.

The panel feels the Smart Growth Secretariat is a good foundation upon which to build staff support for the co-ordinating body, the provincial facilitator, and an augmented inter-ministry co-ordination role.

Legislation

Recommendation

1e. Identify legislation to give appropriate status to the Smart Growth strategy.

Timing: Within 12 months

The panel believes that the 30-year outlook of the Smart Growth strategy should be able to withstand political cycles. As such, the Province will establish a Smart Growth strategy including a growth concept, and implementation framework. Both will require some status through legislation.

There are a number of recommended directions or next steps that could be assisted through amending existing, or creating new, legislation. The panel recommends that the Province amend existing legislation and/or establish new legislation to achieve the following (but not limited to):

- Define Smart Growth and establish the principle of a balance of the three pillars of environment, economy, and community;
- Define the authority for co-ordinating implementation of the strategy — this would include the establishment of a co-ordinating body, provincial facilitator, and inter-ministry office (see recommendations 1a and 1b);
- Include any necessary amendments to existing legislation to address brownfields liability, and to further other Smart Growth tools (see recommendation 3d). Also include any required legislative amendments to ensure consistency with Smart Growth directions and avoid other legislation working at cross purposes;
- Establish a review process for the strategy and the policies, with a commitment to an explicit timeframe (see recommendation 3e);
- Establish prescribed timelines and procedures for the transition to official plan conformity; and
- Ensure that the Ontario Municipal Board and all other provincial appellant bodies abide by the legislation.

The panel notes that in providing status for the Smart Growth strategy, the legislation should not override the protection afforded to the Niagara Escarpment and the Oak Ridges Moraine by existing legislation. Any new legislation should build upon, and not weaken, legislation already supportive of Smart Growth directions.

2. Immediate investments and actions

The Province must immediately implement the range of short-term actions identified in the panel's interim advice (August 2002) and early actions (November 2002).

Capital investment in transit

Recommendation

2a. Invest immediately and significantly in transit capital as recommended in the central panel's *Interim Advice on Unlocking Gridlock*, August 2002 (see Appendix ii) and implement the proposed GO Transit bus rapid transit (BRT) spine and connectors.

This includes the following capital improvements over the next five-to-eight years:

- Implement the GO Transit 10-year plan (now in year 2);
- Upgrade Union Station;
- Complete rail grade separations;
- Implement the proposed Greater Toronto Area inter-regional transit grid (through GTIP);
- Accelerate transit renewal; and
- Accelerate *transit priority*.

Appendix ii provides more detail on these recommendations.

The panel also endorsed in principle GO Transit's proposed inter-regional bus rapid transit (BRT) system as one of the ways to address gridlock on the Greater Toronto Area, and recommends that it be built and operational within the next five years.

Dedicated funding for infrastructure and services will be required for municipalities to be able to fund their share of the many required transit investments. The panel recommends dedicated revenue sharing. For example, the Province should dedicate a share of the gasoline tax for municipalities to invest in transit.

Optimizing the existing transportation network

Recommendation

2b. Act on the remainder of the panel's interim gridlock advice of August 2002 (see Appendix ii) regarding transit operations, demand management and incident management.

This includes the following actions to optimize the transportation network:

- Support *transportation demand management*;
- Implement increased incident management;
- Co-ordinate transit services;
- Deliver new transit services to employment areas;
- Increase access to transit; and
- Support transit fare incentives.

Appendix ii provides more detail on these recommendations.

Early actions for achieving Smart Growth

Recommendation

2c. Act on the central panel's early actions advice of November 2002 (see Appendix iii).

The central panel was asked to provide the Minister with recommended early actions by November 2002. The panel acknowledged that the nature of long-term strategic planning does not lend itself to quick resolution of growth management issues, however, the panel identified a number of actions that the province could initiate in the short term. These interim actions are an important first step to address procedural

Note: Definitions of italicized words can be found in the Glossary of Terms

changes required by the province in support of future Smart Growth decision-making. Some have already been mentioned elsewhere in this advice document. Others include:

- Improve the environmental assessment process, through harmonization of provincial and federal processes;
- Undertake a public process to maintain and improve the role and procedures of the Ontario Municipal Board;
- Ensure that provincial decision-making regarding its own facilities and real estate contributes to Smart Growth;
- Implement a "Building Green in Ontario" program; and
- Undertake broad public education about the benefits of compact form and Smart Growth.

For more detail about these recommendations, and a full list of the recommended early actions, see Appendix iii.

3. Further research, mapping and analysis

Natural-heritage, agriculture and aggregates analysis

Recommendation

3a. Further develop the panel's preliminary mapping and analysis of natural-heritage, agriculture and other *resources*.

Timing: Set up technical teams within 3 months; Complete priority area mapping and analysis within 12–18 months; All analyses should be done in parallel.

The panel has recommended that "unique and irreplaceable" lands, with respect to natural heritage, agriculture and other *resources*, be protected. Further assessment and identification is required, and this work should be completed. The first step is to establish an inter-ministry and stakeholder group to develop the terms of reference and criteria for the proposed *natural-heritage system*.

Natural heritage

A *natural-heritage system (NHS)* at the scale of the central zone is essential to achieve the Smart Growth goal of directing growth away from significant natural areas. The panel recommends that a *natural-heritage system* approach be applied in the rest of the zone (where it has not already been done). A *NHS* approach involves establishing criteria for significant natural-heritage and hydrological features and functions, identifying, and then mapping, a system of core areas and corridors/linkages. See map 2 in Strategic Directions, which shows existing natural features.

This approach would distinguish between areas that are of such ecological value that they should be identified as non-developable, and other areas that should be managed for specified uses that are compatible with the function of the system. This would include policies and mechanisms to protect and manage a *NHS* for the central zone, recognizing that lands deemed unique and irreplaceable should receive the highest levels of protection.

The panel has identified source protection as an important objective. In responding to the recommendations of the *Report of the Walkerton Inquiry*, the Province and stakeholders are developing a source protection framework. This should include mechanisms to incorporate a watershed-based planning framework into the Smart Growth strategy.

Agricultural lands

One of the provincial Smart Growth goals is to steer growth away from significant agricultural lands. Much of the land under urban growth pressure in central Ontario is identified as class 1–3 agricultural land in the Canada Land Inventory (CLI). (See map 3 in Strategic Directions, which shows class 1, 2, and 3 lands, and specialty crop lands [Niagara tender fruit lands, grape lands and the Holland Marsh]).

A complete analysis of agricultural lands and the agricultural industry should be undertaken to identify the "unique and irreplaceable" areas that warrant the highest degree of protection. This analysis should include the identification and comparison of designated prime agricultural areas in planning documents and soils information from CLI.

Once these lands are identified, appropriate means of protection should be considered and fully discussed with stakeholders. The Smart Growth strategy should make a commitment to their long-term protection. Protection options can range from prohibiting urban expansions, restricting non-agricultural severances, and restricting non-agricultural uses on and adjacent to the prime lands, to land stewardship programs.

The panel has taken the first step towards identifying some initial criteria for identifying "unique" agricultural lands (see page 18 of Strategic Directions). As a first step, the province should establish an inter-ministry and stakeholder group to develop the full terms of reference and criteria for the proposed agricultural analysis.

Aggregates

The Provincial Policy Statement (PPS) includes guidelines for making aggregate resources available for use. Moreover, the Aggregate Resources Inventory Papers (ARIPS) mapping identifies mineral aggregate resources in southern Ontario. While these provide good direction and information, there are still cases where the priorities and processes for balancing differing resource-use and land-use objectives are not clear. (See map 4 in Strategic Directions, which shows existing mineral aggregate resources.)

The panel recommends that high-quality aggregate resources that are close to market be protected and made available for use. The province, with stakeholders, should review and update the ARIPS mapping, and provide more clarity on balancing *resource* use. This includes identifying all available and close-to-market aggregates, and establishing a mechanism for ensuring their availability for use, where appropriate. This does not imply that aggregate use should automatically override other land uses.

Further develop transportation and waste management master plans

Recommendation

3b. Further develop the panel's integrated transportation network and waste management recommendations by completing a transportation master plan and a waste management master plan, for the zone.

Timing: Set up technical teams within 3 months; Complete draft plans within 12–18 months; All analyses should be done in parallel.

Transportation master plan

In its Strategic Directions the panel identified a network of inter-regional *rapid transit* corridors and *economic corridors* across the zone. The panel also recommends that *regional nodes* within the metropolis and regional economic areas be linked by *urban corridors*, which are well serviced by transit and developed along their length.

Map 7 (Growth concept 2035 and beyond) on page 27 illustrates inter-regional *rapid transit* and *economic corridors* linking the *regional nodes*. *Urban corridors* and smaller scale *nodes* are not shown, as they are at a level of detail that the panel did not address.

The next step to further develop these recommendations is to prepare a transportation master plan that fully integrates the road, transit and multi-modal requirements of the zone. This piece of analysis should be done at a high level for the entire zone, and in more detail for the highly urbanized *metropolis* (Greater Toronto Area and Hamilton) identified in the panel's growth concept. It should include further analysis and discussion of long-term inter-regional transit and highway corridors. This includes identification of corridors that require protection to implement the panel's 30-year transportation vision, as well as mechanisms to protect these corridors. It will need to address the challenge of building *economic corridors* for goods movement while encouraging compact development patterns. The master plan should also include a

phased implementation plan and a costing and funding plan, and address the cost-benefit implications of various modes of transportation.

The Ministry of Transportation is completing a central Ontario transportation vision, a regional goods movement strategy, various transportation needs assessments, feasibility studies for high-occupancy-vehicle lanes and more. GO Transit has also undertaken a number of inter-regional planning and feasibility studies, as have some of the larger local transit operators. This work should not be duplicated and should be integrated and built upon in preparing the transportation master plan.

Waste management master plan

One of the priority issues the panel was asked to address was waste management. While municipalities have responsibility for their own waste management, better managing waste will involve neighbouring municipalities. Leadership by the Province and co-operation and co-ordination among municipalities is required.

The panel's strategic directions include a number of recommendations to reduce our dependence on the export of waste to the United States, including many short-term recommendations. Recently, the waste management issue has become more urgent, and the panel recommends that the province work with stakeholders to develop a waste management master plan for the central zone.

The specifics of the relationship of this zone-wide master plan to the existing municipal waste management process require further exploration.

Further develop the recommended growth concept and finalize the provincial Smart Growth strategy

Recommendation

3e. Further develop the panel's recommended growth concept and set short-, medium-, and long-term (30-year) targets for the Smart Growth strategy.

Timing: 12–18 months.

The Province with stakeholders, including municipalities, should further develop the panel's recommended growth concept in order to finalize the Smart Growth strategy. This work includes, among other steps:

- Complete the identification of growth and development pressures and major constraints (this is related to recommendation 3a regarding natural-heritage and *resources*);
- Complete the population and employment "allocation" in a manner which implements the growth concept and avoids inconsistency between forecasts for different levels of government;
- Complete a long-term land availability analysis including underutilized lands such as brownfields, recognizing the differences in each part of the zone in terms of urban form and other development patterns; and
- Based on the anticipated achievements of the growth concept, and using a broad range of methods including modelling, develop targets or guidelines for, among other things:
  - employment and population densities in *regional nodes*, *urban corridors*, *urban centres* and other *settlement areas*,
  - transit-supportive densities,
  - amount of growth to accommodate through brownfield redevelopment,
  - modal split/transit ridership,
  - access to transit and levels of service, and
  - waste diversion.

  The targets should be incorporated into provincial and municipal planning, and achievement of targets should be linked to funding allocation (see also recommendations 1a and 3e).

The completed provincial Smart Growth strategy should include costing and priorities. This will be closely related to, and integrated with, the completion of transportation and waste management master plans (recommendation 3b).

The issues of providing status for the completed Smart Growth strategy and developing a framework for co-ordinating implementation are discussed in recommendations 1a–1c. Specific tools to implement elements of the strategy are discussed in recommendation 3d.

Ultimately, municipal official plans should be based on a 30-year (i.e., 2035) planning horizon and have sufficient lands designated to accommodate forecasted employment and residential growth. Municipalities should be required to have a minimum 15-year supply of land designated for both employment and residential growth including a minimum five-year supply of lands with servicing capacity in either draft approved or registered plans of subdivisions.

Finally, in confirming the provincial Smart Growth strategy for the central zone, the Province, working with stakeholders, should address the relationship of the central zone to the other Smart Growth zones, and ensure co-ordinated planning across the province.

The work must be done fully and properly, but the "first pass" must not take too long (12–18 months). In order to achieve this, the Province should remain focused on the analysis at the provincial scale and then leave detail and conformity to local planning. The Province should also consider areas under the most threat and/or growth pressure for earliest analysis.

Evaluate and implement Smart Growth tools

Recommendation

3d. Evaluate a range of planning and fiscal tools to achieve the direction and targets in the Smart Growth strategy, and identify preferred tools.

Timing: In parallel with the refinement and completion of the Smart Growth strategy.

The panel has discussed a wide range of tools that can be used to implement its strategic directions. These include regulatory and planning policies, fiscal and tax reform and education and stewardship.

The panel feels the following tools are particularly important for implementing its strategic directions:

i) The Provincial Policy Statement (PPS)

The PPS guides municipal land-use planning and is a key mechanism for the province to ensure that the overall Smart Growth strategy is implemented at the local level. The panel has already recommended that the PPS, which is currently under review, be strengthened and incorporate Smart Growth principles (see November 2002 advice in appendix iii).

The PPS should include policies to achieve the Smart Growth strategy, including, but not limited to, policies that:

- address protection of the *natural-heritage system* and unique agricultural lands (see recommendation 3a);
- balance resource uses between rural and urban areas, and within rural areas (see recommendation 3a);
- provide direction to municipalities with respect to long-term planning (see recommendation 3c); and
- articulate targets or guidelines for development (see recommendation 3c).

Other specific amendments to the PPS that could be considered include:

- encourage more options for affordable housing such as second suites in houses throughout the province; and
- other policies that foster and permit well-planned employment and residential development.

Amendments to other legislation, regulation or requirements guiding land-use planning could also be considered such as:

- extend the development permit system to all municipalities across the province; and
- reduce parking standards where appropriate.

Given the high growth rates and unique development pressures in central Ontario and particularly on the GTA and Hamilton, Niagara, Simcoe and Kitchener-Waterloo, there may be a need to develop policies specific to these areas.

ii) Dedicated revenue sharing

Funding for infrastructure and services will be required for municipalities to accommodate future growth and implement the many elements of the Smart Growth strategy. The panel recommends dedicated revenue sharing. For example, the Province should dedicate a share of the gasoline tax for municipalities to invest in transit. In rural communities with no transit service, financing for roads and bridges is a priority.

Other possible mechanisms for funding should be expanded and/or explored, including infrastructure funds and private-public partnerships. The recently launched tax-incentive zones and opportunity bonds initiatives are a good first step in providing alternative means for municipalities to fund growth-related infrastructure.

iii) Development Charges Act:

Investigate amendments to the *Development Charges Act* (DCA) to determine their effectiveness in achieving Smart Growth. Amendments could include, but are not limited to:

- allowing marginal-cost pricing for new development to reduce any artificial incentive for sprawl;
- allowing area-specific development charges to assist in encouraging growth and investment in *regional nodes* and *urban corridors*;
- broadening the scope of the DCA, to ensure that new developments bear the true and full cost of providing hard and soft infrastructure; and
- investigating opportunities to allow transit infrastructure to be charged on the basis of planned service levels linked to integrated transit master plans, instead of current practice of allowed to levy based on historic service levels.

iv) Public participation and community discussions

In partnership with stakeholders, the Province should embark on a comprehensive and inclusive process to involve the public in community discussions to build acceptance of transit use, compact form and other smart growth principles.

In addition to these four tools, there are others that the Province and stakeholders should more fully consider (this is not a comprehensive list, nor does each tool necessarily have the support of the full panel) including:

Provincial corporate and income tax laws — Investigate amendments to Provincial corporate and income tax laws to achieve Smart Growth, including but not limited to revisions to encourage investment in higher residential density formats suitable for rental tenure.

Pricing — Road pricing such as tolls, can encourage energy conservation, transit use, and compact form.

Location of provincial and municipal facilities — Directing investment in hospitals, schools, courthouses, recreation centres, etc. solely to *regional nodes* and existing *settlement areas* will contribute to the goal of optimizing existing infrastructure.

Other incentives — Other incentives for development at *nodes* and corridors could include removing limits on densities subject to urban design plans, waiving development charges for higher density residential and creating tax-increment financing districts. These require much further study.

These are just a few of the tools that should be evaluated for use to implement Smart Growth. The panel recommends that the province consider a wide range of available tools and develop a basket of complimentary tools, including fiscal, regulatory and educational.

Tools that are used should be monitored or measured as they are implemented (see recommendation 3e) to ensure that they contribute to Smart Growth and do not have unintended consequences. It is also critical

that tools be well-aligned at all levels — municipal, provincial, and federal — so they do not work at cross purposes.

Evaluating effectiveness of the Smart Growth strategy

Recommendation

3e. Develop a monitoring network to assess the effectiveness of the strategy in achieving the Smart Growth strategy's vision, principles and core values.

In the previous discussions about legislative amendments to give appropriate status to the Smart Growth strategy (recommendation 1c), the panel recommends that a review process be established. This would involve:

i) Identifying, over time, performance indicators for monitoring the effectiveness of the strategy; and

ii) Establishing a monitoring network to collect, summarize and evaluate performance indicator data to:

- assess changes in the economic, environmental and societal prosperity of the central Ontario zone;
- assess the effectiveness of the policies of the strategy in achieving the strategy's vision, principles and core values; and
- help identify improvements that would address problems encountered in implementing the Smart Growth strategy.

4. Other related initiatives

Recommendation

4a. Support key related initiatives within the government that support the panel's strategic directions.

Many other provincial and multi-stakeholder initiatives are addressing issues that will be critical to central Ontario's future quality of life. These initiatives are comprehensive and address these issues at a more detailed level than the central panel.

The Province should endorse these key related initiatives within the government that support the panel's strategic directions and the Smart Growth vision.

These include, but are not limited to:

Report of the Walkerton Inquiry — The province should continue to implement the O'Connor recommendations, which deal extensively with source protection and clean drinking water. The Province (Minister of the Environment) established a Watershed-Based Source Protection Advisory Committee in November 2002. The recommendations of this advisory group should be reviewed and integrated with the provincial Smart Growth strategy as appropriate when they are finalized.

Task Force on Competitiveness, Productivity and Economic Progress — The province should support the recommendations of the task force's first annual report *Closing the Prosperity Gap* (November 2002), including heightening aspirations across Ontario, increasing investments that enhance productivity, reforming taxes to increase motivation to invest, and strengthening market structures to prevent unduly slowing the natural growth and development of our cities.

Marcel Beaubien's, MPP, final report Property Assessment and Classification Review (Fall 2002) — This report includes a few recommendations that would contribute directly to achieving the panel's strategic directions. Notably, the report calls for eliminating the multi-residential property class and merging it with the residential class in order to redress the lack of rental housing.

6. Glossary of Terms

Aggregate

Aggregate (mineral aggregate) is a non-renewable mineral resource that is vital for infrastructure construction and maintenance. Aggregates consist predominantly of sand, gravel, clay and bedrock (including stone used to produce concrete, cement, lime or clay bricks).

Balanced growth

Increases in population and employment that are distributed in such a way that no single community is predominantly single-use, and municipalities achieve a mix of residential and business uses.

Compact development

Compact development is a land-use pattern of medium- and high-density urban development that encourages efficient use of land, walkable neighbourhoods, mixed land uses (i.e., residential, retail, workplace and institutional all within one neighbourhood), proximity to transit and reduced need for infrastructure. "Compact" is a relative term and will mean different effective densities in small towns as compared to big cities. Compact development does not necessarily mean highrise development.

Economic Corridors

An element of the panel's growth concept. *economic corridors* are defined as transportation corridors that link the *regional economic areas (REAs)* and outlying *urban centres* to the *metropolis* and to markets and destinations outside the central zone. They can be used for the movement of people, goods, or both. They include road, rail, air and marine routes. The panel recommends that new economic corridors be primarily for goods movement and that they be designed to avoid development along their length.

Inter-regional corridors

An element of the panel's growth concept. *inter-regional corridors* are defined as transportation corridors for *rapid transit* that link *regional nodes* and *regional economic areas*.

High Order Transit (also higher order transit and rapid transit)

Transit that operates in its own right-of-way, outside of mixed traffic, and therefore can achieve a frequency of service greater than mixed-traffic transit. High order transit can include heavy rail (subway), light rail (street car), and buses in separate rights-of-way.

Metropolis

An element of the panel's growth concept, the metropolis is defined as the large contiguous and continuous urban area in and around Toronto that has the greatest potential to accommodate the majority of people and jobs expected to come to central Ontario over the next 30 years. The metropolis is roughly defined as the urban part of the Greater Toronto Area (Toronto, York, Halton, Peel, and Durham) and Hamilton.

Natural-heritage system *(NHS)*

A system of natural core areas and key natural corridors/linkages with significant ecological value. They collectively perform important ecological functions, such as providing habitat and improving air and water quality. The natural-heritage system that the panel recommends would be developed at the scale of the central zone.

Rapid transit

See high order transit.

Regional economic areas (REA)

An element of the panel's growth concept. REAs are urban zones of influence that serve as relatively independent economic and urban entities. They include the *metropolis* (a very large REA), the Kitchener-Waterloo-Guelph area, and Niagara Region.

Regional nodes

An element of the panel's growth concept. regional nodes are discrete areas within *urban centres* that have compact, mixed-use (residential, commercial and institutional) development and service the surrounding areas. They are located within *urban centres*, are accessible by *high order transit* and a

good road network, and exhibit high quality urban design. The panel's recommended growth concept has identified a number of regional nodes.

Resources

Includes agricultural lands, natural-heritage features, forests, water resources, and mineral aggregates. Resources are recognized for their ecological and economic values.

Rural lands

The panel defines rural lands as those that are not designated urban or settlement. In the panel's recommended strategic directions, rural lands are primarily identified for resource use and protection.

Settlement areas

Lands designated through the municipal planning process for building or development — urban, suburban or rural. This includes all development, ranging from dense urban to hamlets and other small residential development.

Transit priority

Measures that permit and encourage transit vehicles to have priority over other traffic on the roads, thereby making transit travel times shorter and more consistent, which makes transit more attractive to riders. Transit priority measures can include queue jump lanes, green light signal priority, and yield-to-transit regulations.

Transportation demand management *(TDM)*

Transportation Demand Management (TDM) is a general term for strategies that result in more efficient use of transportation resources. TDM strategies can include pricing (road tolls or transit discounts), carpooling, park-and-ride, high occupancy vehicle lanes, incentives for walking and cycling and more.

Urban centres

An element of the panel's growth concept, urban centres are municipalities in the central zone with urban characteristics (including such characteristics as mixed-use, compact development, transit infrastructure, and their own character and identity). Urban centres play an important economic, social, and financial role for smaller neighbouring communities. They can be large or small. There are urban centres both within the *metropolis* and outside the *metropolis*. Toronto is the largest urban centre in the central zone. It is of national and international economic significance, and unique in size, density and economy. It is the hub for inter-regional transit around the zone and the gateway for international travel. It has the highest density and gross numbers of people and jobs in the zone.

Urban corridors

An element of the panel's growth concept, urban corridors are transportation corridors within urban centres or within the *metropolis* the link compact areas to each other. They have compact development along their length. The panel has not identified specific urban corridors, except for examples, and recommends that they be identified and supported by appropriate land-use decisions, investments, and local transit services.

Urban nodes

Urban nodes are mixed use areas within *urban centres*, but they are not as large as *regional nodes*. The panel has not identified specific urban nodes, but recommends that they be identified and supported by appropriate land-use decisions, investment and local transit services.

7. CENTRAL ONTARIO ZONE PROFILE

Where and how we live: population, housing and employment

Population

The central Ontario zone consists of 115 municipalities, including upper-, lower- and single-tier municipalities. It extends from Haliburton in the north-east to Fort Erie in the south. Urban areas cover roughly 2400 square kilometres of the central Ontario zone[1], with approximately 35,300 square kilometres in rural land use. The urban areas are concentrated in the Greater Toronto Area and Hamilton (the *metropolis*) as well as in Kitchener-Waterloo, St. Catharines-Niagara, Guelph, Brantford, Barrie and Peterborough.

Map 8 shows the central zone, with the outer area subdivided into south, north and east, and lists the 1996 and 2001 census population for each sub-area, as well as the 2026 Ministry of Finance population forecasts.

In 2001, the zone had a total population of approximately 7.5 million. This included 5.5 million people in the *metropolis* and 2 million in the outer area.[2] By 2026, the total population of the central zone is expected to be approximately 10.5 million people — 7.9 million in the metropolis and almost 2.7 million in the outer area.[3]

Between 1996 and 2001, the zone's population grew by 8.6 per cent, exceeding the overall provincial growth rate of 6.1 per cent. Within the central zone, population growth rates ranged widely, from 37 per cent in the City of Vaughan and 31 per cent in the City of Barrie, to 2.5 per cent in the cities of Peterborough and Niagara Falls. Some small communities experienced negative growth.[4] The source of population growth includes births in the central zone, migration from other parts of Ontario and Canada, and immigration from other countries.

The age distribution of the population in the *metropolis* differs from that in the outer areas. In the *metropolis*, the percentage of the adult population between 15 and 65 years old is higher than in the outer area, while the population of children and people over 65 is lower. This may be due to the higher numbers of single young adults attracted to city life, in combination with the preference for many families to live in the suburbs, and for older people to retire to rural areas.

The *metropolis* has a higher percentage of people with post-secondary education than the outer area. In 2001, over 48 per cent of the population of the *metropolis* between the ages of 25 to 64 had attended either college or university, whereas the percentage in the remainder of the zone was approximately 37 per cent (not including trade certificates).[5] The communities of the central zone are served by 11 colleges and 11 universities.

Housing

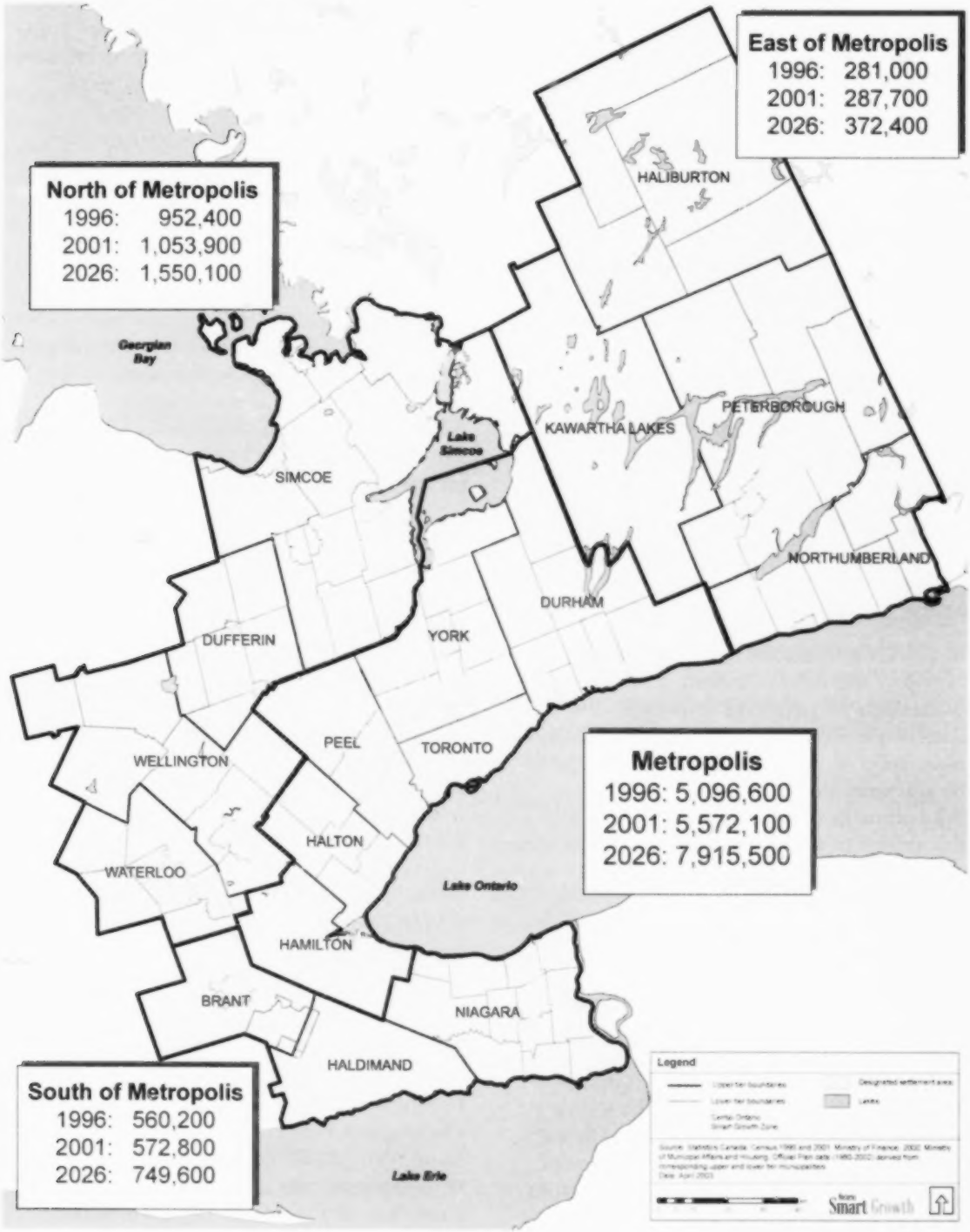
Average household size shrank over the postwar period from over 4 persons per household in the 1950s to under 2.7 in 2001. In the central Toronto core, household size is now below 1.5 persons. Household downsizing results in an increase in the number of dwelling units, land area and capital investment required to house an equivalent number of people.[6] One-half of all households in the five Census Metropolitan Areas of central Ontario (Hamilton, Kitchener, Oshawa, St. Catharines-Niagara, Toronto) reside in single-detached dwellings, while 23 per cent live in apartments, defined as five storeys or more.[7]

The new housing market is strong across most of the zone. Total housing starts in the CMAs of Hamilton, Kitchen, Oshawa, St. Catharines and Toronto and the larger Census Agglomerations of Barrie, Brantford, Guelph, and Peterborough, almost doubled from 1996 (28,827) to 2001 (55,821). Most of this increase was in the Toronto CMA, which more than doubled from 18,998 to 41,017.

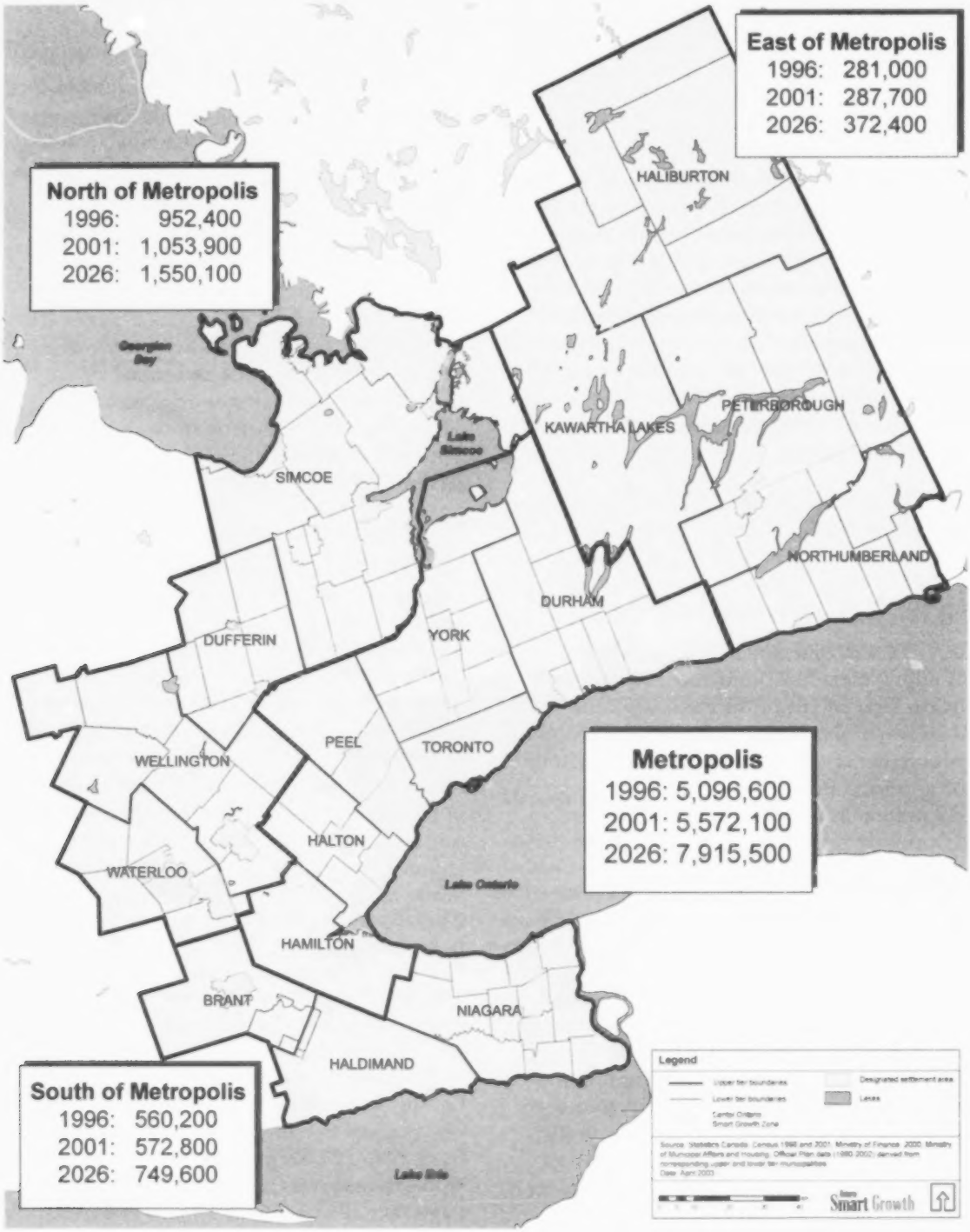
Note: Definitions of italicized words can be found in the Glossary of Terms

1 IBI Group et al, 2002.
2 Statistics Canada, 2001.
3 Ministry of Finance, 2000.
4 Statistics Canada, 2001.
5 Ibid.
6 Bourne, Larry S., 2002.
7 Statistics Canada, 2001.

Map 8: Central Ontario Smart Growth Zone Population Growth and Forecasts



Map 8: Central Ontario Smart Growth Zone Population Growth and Forecasts



Jobs

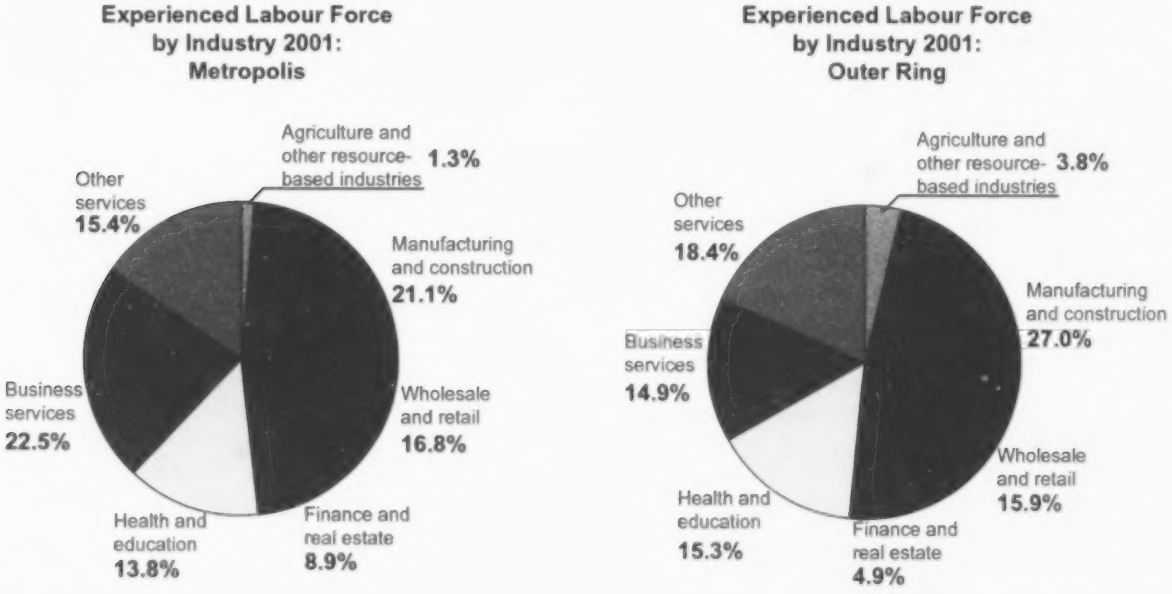
The economy of central Ontario may be considered in terms of several distinct but inter-related economies. At its heart, is the economy of the metropolis, which is surrounded by the regional economies of St.Catharines-Niagara, and Kitchener-Waterloo-Cambridge. Smaller economies are centred on cities such as Guelph, Barrie, Peterborough and Brantford. And, the economies of the large number of small towns surrounded by rural areas are characterized by agricultural, tourism and recreational activities.[8]

During the early 1990s, the economic recession hurt many industries in the zone. However, recent economic growth has been positive, particularly in the fields of biomedicine and biotechnology, financial services, tourism, information technology, media and business and professional services. In 2000, 85 per cent of Ontario's new jobs were in the central zone.

A comparison of labour force activities in 2001 shows that the largest sector in the *metropolis* is business services, which makes up 22.5 per cent of the labour force. The largest sector in the outer ring is manufacturing and construction, which makes up 27 per cent of the labour force. Figure 2 shows labour force by industry in 2001.[9]

8 Gertler, Meric. 2002.
9 Statistics Canada, 2001.

Figure 2: Experienced Labour Force by Industry 2001


Experienced Labour Force by Industry 2001: Metropolis
Agriculture and other resource-based industries 1.3%
Other services 15.4%
Manufacturing and construction 21.1%
Business services 22.5%
Wholesale and retail 16.8%
Health and education 13.8%
Finance and real estate 8.9%
Experienced Labour Force by Industry 2001: Outer Ring
Agriculture and other resource-based industries 3.8%
Other services 18.4%
Manufacturing and construction 27.0%
Business services 14.9%
Wholesale and retail 15.9%
Health and education 15.3%
Finance and real estate 4.9%

Natural Environment

About half of the central zone is located within the Lake Ontario Drainage Basin. Many of the zone's rivers are fed by recharge that originates in the Oak Ridges Moraine. The remainder of the zone drains into lakes Simcoe and Erie and Georgian Bay. The major defining landforms of the zone include the Niagara Escarpment and the Oak Ridges Moraine (special planning areas) and the Canadian Shield. Most of the vegetation in the central zone consists of mixed deciduous and coniferous forests. Remnants of Carolinian woodlands, the only predominantly deciduous forest in Canada, grow in the most southerly portion of the zone. In contrast, the Canadian Shield, which extends into the northeast portion of the zone, supports a greater proportion of coniferous and boreal species.

Much of the forest cover in the central zone has been, and continues to be, replaced by rural and urban land uses. Many of the original wetlands, streams and rivers have been lost, altered and/or degraded. Varying degrees of protection are afforded to the remaining natural-heritage areas through national and provincial parks and reserves, conservation areas, designation of provincially significant wetlands, and the identification of areas of natural and scientific interest (ANSIs) at the provincial level and of environmentally significant areas (ESAs) at the regional and local levels. Map 2 on page 16 shows selected natural-heritage features that exist in the zone.

Agriculture

The agricultural industry is a very productive contributor to the economy of the central zone, thanks to a number of factors, including the large amount of prime agricultural land and the existence of two areas that support specialty crops: the Holland Marsh and the Niagara Tender Fruit Belt. Key trends in agriculture in the central zone are increases in gross farm receipts, loss of farmland, loss of jobs, growth in farm size, and change in farm type from traditional to specialty[10]. The highest ongoing loss of farmland is in the GTA, which lost 16.5 per cent of its farmland between 1991 and 2001. Despite the loss of land, gross farm receipts in the central zone rose from $2.1 billion in 1986 to $3.5 billion in 2001, an increase of almost 40 per cent that reflects increasing productivity of the industry, even when costs of production and inflation are taken into account[11]. Map 3 on page 19 shows agricultural soil classification in the central zone.

Aggregates

There are 882 individual aggregate licences, covering 31,066 hectares or 0.8 per cent of the total land base of the central zone. In 2001, these licensed operations produced 90.9 million tonnes of a wide range of aggregate commodities, up from 54.5 million tonnes produced in 1993. The aggregates produced in the zone represent 54 per cent of the total production for the province. Although a considerable extent of the central zone possesses primary aggregate resources, as much as 85–90 per cent of them may be unavailable for extraction because of a number of constraints.[12] Map 4 on page 21 shows known mineral aggregate resources.

10 OGTA, 2001a.
11 Walton, Margaret, 2002.
12 Hollingsworth, Brian, 2002.

Passengers

On a typical weekday in 2001, approximately 14 million individual trips were made in the central zone, representing a 16.6 per cent increase over 1996 trips. Of these, 75 per cent had both their origin and destination within the GTA.[13]

Traffic congestion has increased rapidly over the past few decades, and is expected to continue to increase over the next 30 years, as shown in Figure 1 on page 8.

The modal choices made by commuters generally favour the automobile in the central zone, but vary considerably between smaller communities, which might have no transit services, and urban areas. For example, in 2001 approximately 20 per cent of commuters used public transit in the *metropolis*, compared with 2.5 per cent in the outer areas.[14] Figure 3 shows commuting mode to work in the *metropolis*, compared to the outer area, in 2001.

Goods

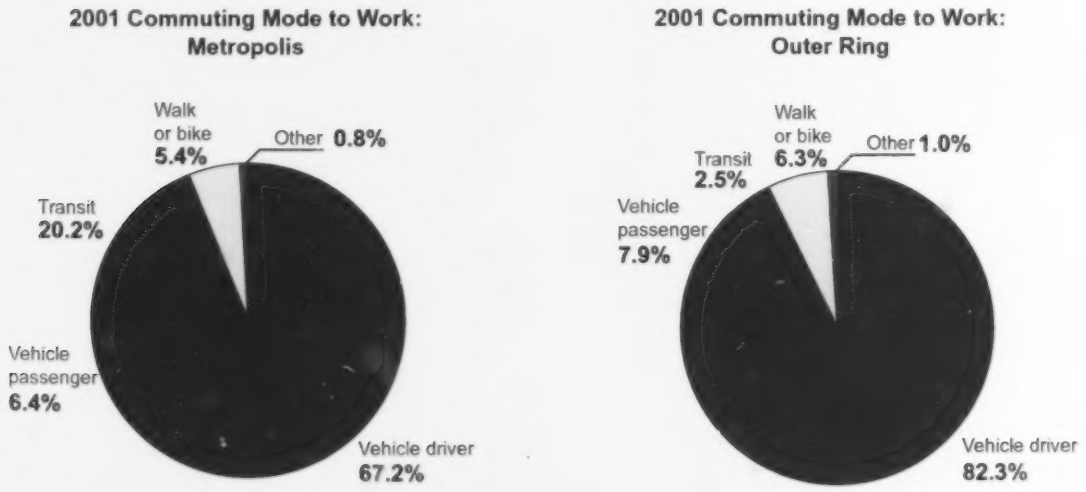
Trucks carry approximately 70 per cent of the inter-city goods movement in the area, with marine, rail and air carrying approximately 15, 14, and 1 per cent respectively. Between 1995 and 2021, total daily truck kilometres are expected to at least double in every area of Ontario. The international truck traffic to and from the central zone uses highway 401 and the QEW, and depends on the border crossings at Niagara Falls, Fort Erie, Sarnia and Windsor. Some of these crossing points are experiencing heavy congestion and there are plans to expand the Ambassador Bridge in Windsor and the Peace Bridge in Fort Erie.[15] Map 9 shows 2001 cargo volumes at selected check points.

Waste

People and businesses in central Ontario generate over 6.2 million tonnes of waste, on average, per year. In 2002, two major landfill sites used by the City of Toronto and the regions of Peel, York and Durham were closed. These communities now export most of their waste to the State of Michigan.[16] The communities in the outer ring are generally able to manage their waste locally.

13 Miller, E.J. and Soberman, R.M. 2002.
14 Statistics Canada, 2001.
15 OGTA, 2001a.
16 Kelleher, Maria. 2002.

Figure 3: Commuting Mode to Work 2001



Other Infrastructure

Water and wastewater

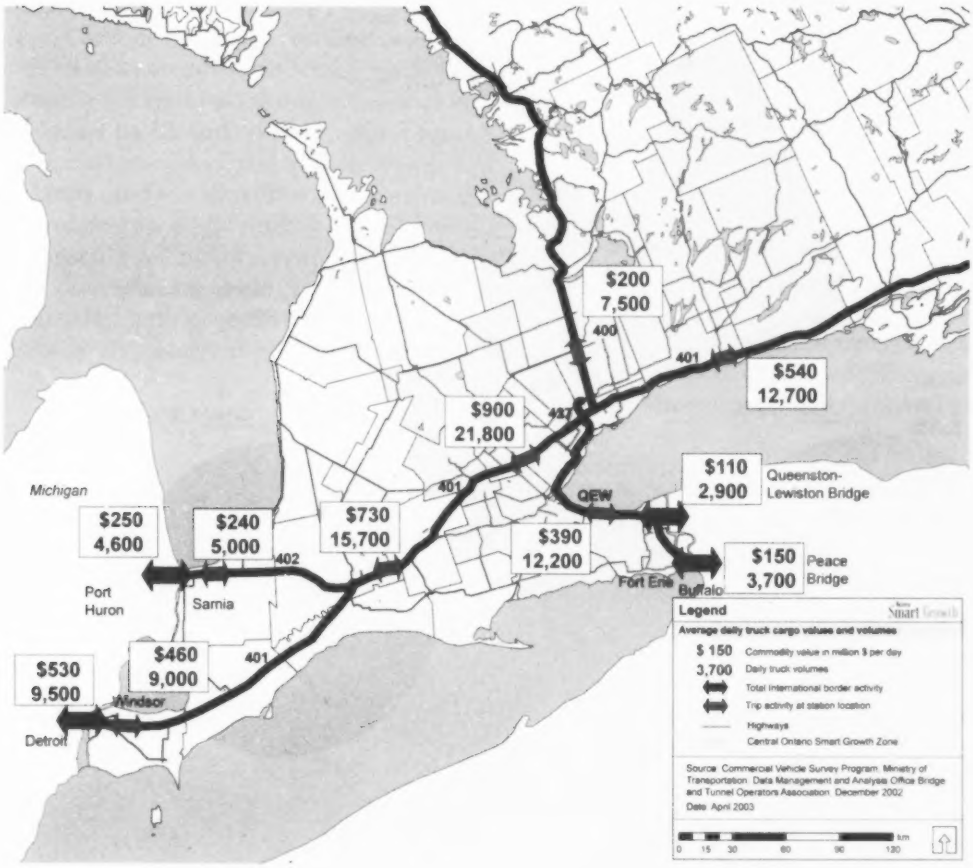
Most of the communities in the GTA, Hamilton, Niagara Region and Northumberland County are serviced by Lake Ontario-based water supply and wastewater treatment plants. Most of the outer ring, for example Barrie, Guelph and Kitchener-Waterloo-Cambridge, relies on groundwater for water supply. In these areas, treated wastewater is discharged to smaller, more sensitive receiving bodies (e.g., Otonabee River, Lake Simcoe, Speed River, Grand River) compared to Lake Ontario. Map 10 shows existing water and wastewater facilities and points of major inter-municipal water or wastewater transfer in the central zone.

Tourism

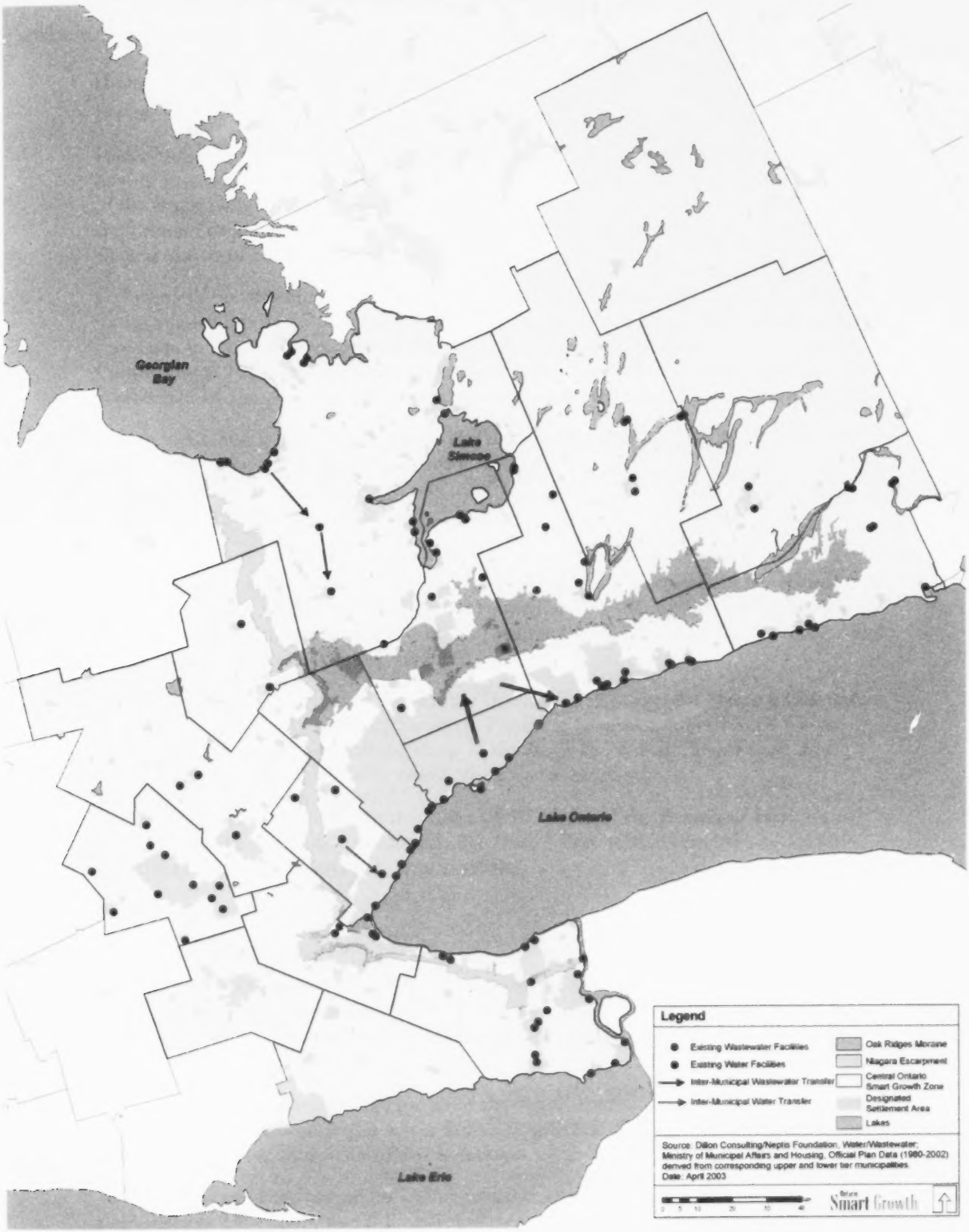
Ontario has Canada's largest tourism industry accounting for 37 per cent of tourism revenues and 44 per cent of visitors to Canada. Tourism is a major contributor to the central zone's economy and quality of life. The central zone has the two most visited tourist areas in the province — Niagara and Toronto — and visitor expenditure in the central zone represented 61 per cent of the province's tourism revenues in 2001. It is estimated that 18 per cent of total businesses (by number) in the area are tourism related and these businesses supported 156,895 jobs. Visitors to the region in 2001 spent $9.6 billion. The expenditure directly generated $4.8 billion to the province's GDP and generated $2.0 billion in provincial tax revenue.[17]

17 Ministry of Tourism and Recreation, Tourism Research and Industry Competitiveness Unit, 2002.

Map 9: 2002 Average Daily Truck Cargo Values and Volumes



Map 10: Existing Water and Wastewater Facilities



Appendix i

Members of the Central Ontario Smart Growth Panel

Hazel McCallion

Mayor, City of Mississauga

Hazel McCallion is the longest serving mayor in the City of Mississauga's history, having first been elected in November 1978. Mayor McCallion was elected chairman of the Streetsville Planning Board in 1967 and again in 1968. Later that same year, she became Deputy Reeve of Streetsville. She was later appointed Reeve, and then elected Mayor of Streetsville from 1970 to 1973.

Following the establishment of the Region of Peel in 1974, Mayor McCallion was elected to the Mississauga and Peel Regional Councils serving for two terms prior to her mayoral campaign in 1978. She established and chaired the Greater Toronto Area (GTA) Mayors' Committee in 1992, and in 1996, was appointed to the "Who Does What" Panel established by the province to review the delivery and funding of government services.

Mayor McCallion is presently chair of The Association of Municipalities of Ontario's Large Urban Mayors' Caucus of Ontario.

Marcel Brunelle

Mayor, Whitby

Marcel Brunelle is the mayor of Whitby. Mayor Brunelle is currently in his twentieth year of municipal service. He was elected councillor in 1982, and served continuously in that capacity until 1987. He was elected regional councillor in 1988 and mayor and member of the Regional Council in 1997.

Mayor Brunelle is a member of the Whitby Downtown Development Steering Committee, chair of the Whitby Community Strategic Planning Committee, Durham's Waste Management Steering Committee, chair of the Regional Transit Task Force, and member of the Durham Mobility Study Steering Committee.

Mayor Brunelle also represents the Town of Whitby and the Region of Durham at the Ontario Goods Roads Association, the Association of Municipalities of Ontario, and the Federation of Canadian Municipalities.

Dr. Gordon Chong

Chair, GO Transit

Dr. Gordon Chong is the chair of GO Transit. He is a former member of the Toronto City Council, Metropolitan Toronto Council, and Toronto Police Services Board and has served as vice-chairman of the Toronto Transit Commission. He was also chair of the Greater Toronto Services Board.

Dr. Chong has also served as chairman of the North York Committee on Community, Race and Ethnic Relations and was a founding member of the Toronto Mayor's Committee on Community and Race Relations.

He is a member of the Canadian Urban Institute and served on the "Who Does What" Commission. Dr. Chong was a founding director of the Federation of Chinese Canadian Professionals, a member of the North York Planning Advisory Committee, and a member of the Central Toronto YMCA.

Debbe Crandall

Executive Director, Save the Oak Ridges Moraine Coalition

Debbe Crandall has been involved with Save the Oak Ridges Moraine Coalition since 1990. She was one of STORM's representatives on the Oak Ridges Moraine Technical Working Committee and chaired the Oak Ridge Moraine's Citizens' Advisory Committee. Debbe is currently executive director of Save the Oak Ridges Moraine Coalition. She previously worked as a hydrogeological consultant in western Canada.

Dr. Brian Desbiens

President, Sir Sanford Fleming College

Dr. Brian Desbiens is president of Sir Sandford Fleming College. He has served in a variety of positions in the academic community over the past 30 years, including chair of the provincial Committee of Presidents and past president of the national College Presidents' Network. He is an advisor to the Government of Ontario on the revision of the curriculum and programs for secondary schools that is focused on improving retention and student success.

Dr. Desbiens is a member of the National Advisory Council on Energy Efficiency and an appointed member of the Canada Millennium Scholarship Foundation. He is also a past member of the Prime Minister's National Advisory Board on Science and Technology.

Tony Dionisio

Director, Toronto Waterfront Revitalization Corporation

Tony Dionisio was appointed to the Waterfront Revitalization Committee, which planned waterfront revitalization for Toronto's 2008 Olympic bid. He also served on the Olympic Village Committee of the Olympic Bid Team.

He is the business manager of Universal Workers Union, Local 183, North America's largest construction local. He brings strong negotiating and consensus building skills from his experience in community and labour organizations, particularly Ontario's construction industry. He has proven leadership skills and plays key roles in a number of organizations, including the Lifelong Learning Centre, Local 183 Dental Clinic, L.I.U.N.A.Ontario Provincial District Council and the Labourers' Pension Fund of Central and Eastern Canada.

Ron Eddy

Mayor, Brant County

Ron Eddy is mayor of Brant County. Mayor Eddy has a long history in municipal work. He began his employment with the County of Wentworth, becoming administrator-clerk-treasurer, before moving to the Region of Hamilton-Wentworth when it was formed, and then to the County of Middlesex to serve as administrator-clerk for nearly 20 years.

Mayor Eddy has also served as reeve of the Township of South Dumfries, warden of the County of Brant, and M.P.P. for the Brant-Haldimand Riding. He is also a member of many municipal organizations, including the Rural Ontario Municipal Association and has served as president of both the Association of Counties and Regions (ACRO) and the Association of Municipalities of Ontario (AMO).

Jim Faught

Executive Director, Federation of Ontario Naturalists

Jim Faught became executive director of the Federation of Ontario Naturalists on July 1, 2001. Prior to joining the FON, Mr. Faught served as provincial stewardship co-ordinator for the Ministry of Natural Resources, where he worked for 25 years. He is originally from Sarnia.

Bill Fisch

Chair, York Region

Bill Fisch is the chair and CEO of the York Regional Council, and ex-officio member of all committees since 1997. He is also a member of the York Regional Police Services Board and has served on the GO Transit Board since 1997. He served as a York Regional councillor from 1994-1997 and as a Markham councillor from 1988 to 1994.

Peter Gilgan

President and CEO, Mattamy Homes

Peter Gilgan is the president and CEO of Mattamy Homes. This company has built more than 17,000 homes in communities from Markham to Cambridge over the last 20 years, and is now the largest builder in Ontario directly employing approximately 500 people.

Mr. Gilgan was a pioneer in the development of WideLot™ homes, which changed the way land is apportioned. Since the inception of the Ontario New Home Warranty Program rating system, Mattamy Homes Ltd. has consistently received the coveted Excellence Award for customer satisfaction. Mr. Gilgan was recently appointed to the board of directors for the Halton Healthcare Services, and he is the Campaign Chair for the YMCA of Oakville.

Robert MacIsaac

Mayor, Burlington

Rob MacIsaac is serving his second term as mayor of Burlington. He was first elected to municipal council in 1991 and served for two terms on the City and Regional Council. As Alderman, he was involved in improving the planning process and the restructuring of service delivery between the two tiers in Halton Region.

Mayor MacIsaac has been a leading advocate of Smart Growth principles in the Greater Toronto Area and has hosted a Smart Growth Summit for the GTA.

Mayor MacIsaac is also a member of the Burlington Economic Development Corporation, and the Greater Toronto Marketing Alliance.

Ronald Millen

Deputy reeve, Smith-Ennismore-Lakefield

Mr. Millen is currently the deputy reeve of the newly amalgamated municipality of Smith-Ennismore-Lakefield and has served a term as councillor for the former Ennismore Township. Ronald Millen was formely warden of Peterborough County. He was acclaimed warden for the 2001 term and re-elected for the 2002 term.

Ann Mulvale

Mayor, Town of Oakville

Ann Mulvale is the mayor of Oakville and was elected in 1988. She was acclaimed for a fifth term in 2000. Mayor Mulvale has a long history in municipal politics, having first won seats on local and regional council in 1980. During the Region of Halton's quest for a new landfill site in 1982, she chaired the Planning and Public Works Committee and the Solid Waste Management Committee. From 1986 to 1989, she served as executive director of the United Way of Oakville.

As mayor, she has continued her committee involvement, focusing on economic development issues. She is a member of the Large Urban Mayors' Caucus of Ontario (LUMCO) and was a member of the former Mayors and Regional Chairs Committee for the Greater Toronto Area.

Mayor Mulvale has been involved with the Association of Municipalities of Ontario (AMO) since 1990. In August 2000, she was elected president of the Association of Municipalities of Ontario for a two-year term.

Mike Murray

Commissioner of transportation and environmental services, Regional Municipality of Waterloo.

Mike Murray is commissioner of transportation and environmental services with the Regional Municipality of Waterloo, where he has overall responsibility for the region's water supply, wastewater treatment, solid waste management, transportation and transit services.

Before joining the region, Mr. Murray worked as a consulting engineer, mainly in northern and western Canada. He has a bachelor's degree in chemical engineering from McMaster University and a master's degree in civil and environmental engineering from the University of Toronto.

Fraser Nelson

General Manager, Metrus Development Inc.

Fraser Nelson is the general manager of Metrus Development Inc. This company has been developing residential, industrial and commercial lands, predominantly in the Greater Toronto Area and Golden Horseshoe of Ontario, since 1975.

Mr. Nelson is a member of the Professional Engineers of Ontario and the Urban Development Institute and also serves on the UDI's Board of Directors and Executive Committee.

Case Ootes

Deputy Mayor, City of Toronto

Case Ootes is the elected councillor for Toronto-Danforth and the first deputy mayor of Toronto.

Mr. Ootes entered municipal politics as an East York councillor in 1988; was elected to Metro Council in 1994; and to the newly amalgamated City of Toronto in 1997. He has and continues to serve on many committees as well as agencies, boards and commissions, including the Toronto Region Conservation Authority, Toronto Transit Commission, the Toronto East General Hospital, GO Transit and Toronto Hydro.

John Sheridan

President, Bell Canada

John Sheridan is president of Bell Canada, responsible for Bell's operations across Canada, including Bell Ontario and Bell Quebec, Bell Nexxia, Bell Mobility, Bell ActiMedia, Bell Distribution, and Bell's interests in Aliant, MTS and other regional communications companies.

He first joined Bell Canada in 1979 from the Conference Board of Canada. From 1992 to 1996, he worked in the U.K. cable/telephone industry as CEO of ENCOM Cable TV and Telecommunications and COO of Bell Cablemedia Plc. In addition, he served as Vice-Chairman of the U.K. Cable Communications Association and as a director of several U.K. companies.

Currently Mr. Sheridan serves as a director on the boards of Bell Canada, Aliant Inc., Manitoba Telecom Services Inc., Ballard Power Systems Inc., as Chairman of Bell ExpressVu, Chairman of Bell Mobility, and Chairman of Bell ActiMedia. He also serves on the board of the University of Southern California Centre for Telecommunications Management and on the Dean's Advisory Board of Wilfrid Laurier University.

Robert E. Wade

Mayor, City of Hamilton

Robert Wade became the first mayor of the new City of Hamilton on January 1, 2001. Prior to that, he was the mayor of Ancaster for 16 years and a member of Hamilton-Wentworth Council for 22 years. He sits on the board of directors of both the Canadian Urban Transit Association and the Transportation Association of Canada. In addition, Mayor Wade is a member of the newly constituted GO Transit Board.

He is past president of the Ontario Association of the Appraisal Institute of Canada. He is also on the Board of Directors for the Ontario New Home Warranty Program.

Members of the Strategy Sub-Panel

Robert MacIsaac, mayor, City of Burlington (sub-panel chair)

Hazel McCallion, mayor, City of Mississauga (panel chair)

Dr. Gordon Chong, chair, GO Transit (panel vice-chair)

Cathie Brown, executive director, Ontario Rural Council

Karen Campbell, president and chief executive officer, Greater Toronto Marketing Alliance

Debbe Crandall, executive director, Save the Oak Ridges Moraine Coalition

Brian Desbiens, president, Sir Sanford Fleming College

Diana Ferguson, president, Haliburton Highlands Chamber of Commerce

Pierre Filion, professor, School of Planning, University of Waterloo

Alex Georgieff, chair, Regional Planning Commissioners of Ontario and commission of planning, Region of Durham

Peter Gilgan, president, Mattamy Homes Ltd.

Elaine Heasman, chairperson, Georgian Triangle Economic Development Corporati

Peter Krause, chair, Conservation Ontario and chair, Grand River Conservation Authori

David Leinster, president, Ontario Association Landscape Architects

Ian MacNaughton, Aggregate Producers' Association of Ontario/ MacNaughton Hermsen Britton Clarkson Planning Ltd.

Tom McCormack, director, Centre for Spatial Economics

Mike Murray, commissioner, Transportation and Environmental Services, Region of Waterloo

Joyce Savoline, chair, Region of Halton

Bob Wade, mayor, City of Hamilton

Debbie Zimmerman, chair, Niagara

Members of the Unlocking Gridlock Sub-Panel

Dr. Gordon Chong, chair, GO Transit (sub-panel chair and panel vice-chair)

Mayor Hazel McCallion, mayor, City of Mississauga (panel chair)

Joe Berridge, partner, Urban Strategies, Inc.

Rob Bradford, president, Ontario Road Builders' Association

Nancy Diamond, mayor, City of Oshawa

Tony Dionisio, business manager, Universal Workers Union, Local 183

Jim Faught, executive director, Federation of Ontario Naturalists

Susan Fennell, mayor, City of Brampton

Bill Fisch, chair, Region of York

Stuart Kendrick, general manager, Operations, Greyhound Bus Lines

Ann Mulvale, mayor, Town of Oakville

Fraser Nelson, general manager, Metrus Development Inc.

Case Ootes, deputy mayor, City of Toronto

Michael Roschlau, president and CEO, Canadian Urban Transit Association

Earle Rowe, president, TMG Transportation Management Group

Joan Sutherland, councillor, Town of New Tecumseth, 1st V-P Ontario Good Roads Association

Doug Switzer, manager government relations, Ontario Trucking Association

Sue Zielinksi, director, Moving the Economy

Members of the Rethinking Waste Sub-Panel

Bill Fisch, chair, York Region (sub-panel chair)

Hazel McCallion, mayor, City of Mississauga (panel chair)

Dr. Gordon Chong, chair, GO Transit (panel vice-chair)

Marcel Brunelle, mayor, Town of Whitby

Ron Eddy, mayor, Brant County

Ron Millen, deputy reeve, Smith-Ennismore-Lakefield

Damien Bassett, president and chief executive officer, Corporations Supporting Recycling

Lois Corbett, president, Conservation Council of Ontario

David Creech, chief administrative officer, City of Guelph

Betty Disero, councillor, City of Toronto

Dr. Murray Haight, professor, University of Waterloo School of Planning

John Jackson, co-ordinator, Citizen's Network on Waste Management

Emil Kolb, chair, Region of Peel

Appendix ii

Interim Advice

on

Unlocking Gridlock and Promoting Livable Communities

in Central Ontario

August 2002

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4. Transit Sustainability

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Appendix A. Central Ontario Smart Growth Panel and Unlocking Gridlock Sub-Panel Membership

Appendix B. Reports, Initiatives and Presentations

I. MANDATE OF THE CENTRAL ONTARIO SMART GROWTH PANEL AND SUB-PANELS

The Minister of Municipal Affairs and Housing established the Central Ontario Smart Growth Panel on February 11, 2002, one of five such panels across the province. City of Mississauga Mayor Hazel McCallion was appointed Chair of the Central Ontario Panel, and Dr. Gordon Chong, Chair of GO Transit, was named Vice-Chair.

The Panel is charged with the task of providing advice to the Minister of Municipal Affairs and Housing (MMAH) on the creation of a Smart Growth Strategy for the Central Zone. The strategy will have a broad, multi-sectoral scope and will articulate a vision for the long-term growth of the Central Zone. The Central Ontario Panel has also been asked, in the short-term, to provide advice on two priority issues: Unlocking gridlock and promoting livable communities; and Rethinking waste.

To assist in its work, the Central Panel established three sub-panels on the Smart Growth Strategy and the two priority issues. Sub-Panels include both panel members and non-members who possess relevant knowledge and expertise. The Sub-Panels provided advice and information to the Central Panel.

The Unlocking Gridlock Sub-Panel was established in February 2002 and Dr. Gordon Chong was appointed Chair of the Sub-Panel.

II. OVERVIEW OF THE ISSUE

Why is Gridlock a Smart Growth Issue

Gridlock has an enormous impact on our communities. Over the last few decades, homes have been built in areas that make Ontarians dependent on cars when they travel to school and work, or manage their daily tasks. Moving people and goods around Central Ontario is increasingly difficult. The so-called rush hour now lasts 13 hours. Transit participation is declining. In 1986, 22% of all morning peak travel was by transit, while in 1991, it was down to 19%, and in 1996, and it was down to 15%. Central Ontario is projected to grow by another 2.5 million people over the next 20 years. Commuters stuck in traffic have less time to spend with their families and friends. If the projected population growth continues to make the same settlement choices as over the last 20 years, and people continue to make the same transportation choices, the congestion on our roads will double today's hour and a half travel time from Toronto to Hamilton – becoming a 3 hour trip in the year 2021. This congestion costs the economy billions of dollars each year due to delays of goods shipments.

Gridlock affects our environment, our economy, and our quality of life. Vehicles idling on our roads and highways produce pollution. Carbon dioxide emissions double when speeds drop from 55 to 30 km/hr, and hydrocarbon emissions triple at speeds less than 60 km/hr compared to a constant speed of 80 km/hr. Our atmosphere continues to deteriorate as the number of smog advisories in the Central Zone grows.

Land use patterns impact the number of single-occupancy vehicle trips, and determine the availability of walking, cycling, and transit use. In heavily developed urban corridors, where existing development, major retaining walls, structural abutments and other infrastructure are significant constraints to road widening, strong public transit systems are critical. Transit systems must be maintained and renewed to keep current users, and expanded strategically to attract new riders and prevent congestion. At the same time, highways and arterial roads will continue to play a critical role in Ontario's transportation network.

Our economic well-being is improved by a strategy that addresses how we can expand and enhance our existing transportation system for daily commutes, tourism, goods movement, and border access.

Benefits of Action

An integrated transit system uses less energy and space per capita. A full bus removes 40 vehicles from the road, saves 70,000 litres of fuel and avoids 9 tonnes of air pollutants a year. Public transit is most efficient during peak commuting periods, when buses are full.

Integrating land use planning and transportation planning through transit supportive land use will also increase transportation choice which increases mobility, enable municipalities to better protect agricultural land and natural features, and will optimize infrastructure investment.

Incident management also plays a significant role in relieving gridlock. An analysis of the U.S. state of Georgia's NAVIGATOR system showed results of a 30% reduction in response, identification and dispatch time for incidents, and a savings of SUS 44.6M in 1997 alone. Additional benefits included less air emissions from idling, reduced fuel consumption, and more satisfied travellers.

III. PANEL AND SUB-PANEL PROCESS FOR IDENTIFYING INTERIM ADVICE

The Central Ontario Smart Growth Panel established the Unlocking Gridlock and Promoting Livable Communities Sub-Panel. The Sub-Panel was asked to identify all potential short-term initiatives based on their comprehensive review of all available studies and initiatives. Actions were prioritized based on ease of implementation, cost and effectiveness. To determine the effectiveness, the panel analyzed the root causes of the problem, the capacity to accommodate increased transit ridership, and the steps that can be taken to attract people to transit.

The short-term recommendations range from broad commitment statements to actual opportunities and action items. The commitment statements provide the basis for all levels of government and transit providers to begin prioritizing their investment and planning decisions related to growth. The action items provide real opportunities for all governments and transit providers to take innovative steps, within their existing budgets, that will begin to provide some relief to congested areas.

This includes the provision of higher-order transit (either bus or rail) operating in a separate right of way or priority situation, along existing transportation corridors. The Panel has identified Hwy 407/7 and Hwy 403/Eglinton corridors and linkages to the Yonge Street and Spadina subway lines as priority corridors that will accelerate the development of a system of inter-regional, higher-order transit.

Medium- and long-term actions identified by the Sub-Panel included expanding the system capacity (both transit and highways) and integrating land use and transportation planning. The Panel has deferred discussion of the long term transportation network until it can be discussed in the context of the smart growth strategy. The Panel will continue to work with MTO and other smart growth ministries on the long term actions, including the integration of transportation planning with growth management objectives.

Many of the recommendations in this report make specific reference to corridors and transit providers in the Greater Toronto Area. This is because the Panel has focused to date on short term actions to ease gridlock, and much of the current gridlock occurs on a daily basis in the populated areas of the GTA. However, the range of solutions proposed in this report (including transit priority, incident management, fare integration, and inter-regional transit services) can be applied across the Central Zone. Moreover, they should be applied wherever possible in a pro-active manner in order to avoid future gridlock.

IV. INTERIM ADVICE

The Panel recommendations to relieve gridlock are organized into five categories:

1. *Transportation and Land Use Planning* addresses the long-term solution to gridlock. These recommendations will largely require initial commitment to a process from all stakeholders, followed by implementation over the medium and long-term, in concert with the overall Central Ontario Smart Growth Strategy.

2. *The Transit Imperative* encompasses the recommendations about capital investment, new services, and incentives required to bring the zone's transit network up to a standard, which will attract and maintain significant ridership to relieve gridlock, and accommodate future growth and build stronger, healthier communities.

3. *Transit Coordination* includes recommendations about greater integration among transit providers.

4. *Transit Sustainability* includes recommendations about funding formulas and linking provincial transit investment decisions to the advice contained in this report.

5. *Transportation Corridors: goods movement and incident management* includes recommendations about managing the significant flows of traffic that are heavily dependent on the highway and road network.

The subsequent pages of this document provide context and details of specific short-term recommendations.

1. Transportation and Land Use Planning

1.1 Commitment to an Inter-Regional Transportation Network **— The Panel recommends that all levels of government, in collaboration with the private sector, commit to creating an integrated inter-regional transportation network.**

Achieving Smart Growth will require a greater integration of transportation and land use planning than has taken place in the past. An integrated transportation network is required to serve commuters, daily trip requirements, tourism, and goods movement. By committing to this network, all levels of government and the private sector will protect future transportation corridors and lay the foundation for a network that will ultimately include highways, roads, transit, rail, and air and marine elements.

The Central Panel and the Gridlock Sub-Panel have been working closely with the Ministry of Transportation in its development of long-term strategic directions for the future. This work will provide the foundation for the development of the overall transportation network for the Central Ontario Smart Growth Strategy.

The Panel recognizes that in developing the strategy, highways and arterials are a very important part of the transit network, goods movement network, as well as part of the commuter network for automobiles. The Panel intends to continue to work with MTO to ensure that there is a strong link between the development of the growth strategy and the integrated transportation network.

The Sub-Panel discussion on transit also has been built upon the work of the former Greater Toronto Services Board, and MTO's current work to identify an inter-regional transit network. Details of some corridor alignments, technology, and priorities for implementation require further discussion.

1.2 Transit Supportive Land Use Planning **— The Panel recommends that the Smart Growth Strategy Sub-Panel identify criteria for the appropriate development of a hierarchy of nodes, to achieve transit supportive land use, and that the Strategy include policies and strategies that support compact development.**

For the transportation network to be successful and linked with growth management, transit supportive land use planning must be part of the Smart Growth Strategy for Central Ontario. The only way to accommodate future growth without more gridlock and air pollution is to design communities around transit access and provide the necessary transit services.

Transit supportive land use will require integrating transportation nodes (multi-modal areas served by higher order transit) and land use nodes (areas of mixed use compact development). It will require identifying those nodes, and the corridors linking them, that have opportunity for investment in higher order transit supported by higher density mixed-use development. Other areas will be identified for medium density development supported by lower order transit. An appropriate number of nodes will need to be determined over the medium and long term, since an excess of nodes will disperse investment and development, and result in insufficient numbers of people to support transit, resulting in more gridlock.

Policies to support compact development, pedestrian oriented design, transit nodes and corridors, and other aspects of transit supportive land use planning should also be developed and refined, supported and strengthened through the Provincial Policy Statement, currently under review.

***1.3 Education* — The Panel recommends that the Province work with non-government organizations and municipalities on Smart Growth public awareness, specifically including information about the benefits of compact development.**

To build support for transit supportive land use, compact development, and smart growth in general, education should begin immediately. The perception among Panel members is that few Ontario residents know about the Ontario Smart Growth initiative, and this is supported by a recent Environics poll showing that 47% of Ontarians strongly agree that the Provincial Government is not doing enough to stop urban sprawl (July 2002, prepared for the Sustainability Network). Education will be a pre-requisite to implementation and the province should work with other organizations to accelerate current efforts. The Federation of Ontario Naturalists has recently launched a Smart Growth education campaign, while the Sierra Club and Conservation Council of Ontario have promoted smart growth through their websites and literature. Several municipalities in the central zone, notably Niagara Region and the Regional Municipality of Waterloo, are also implementing smart growth education programs.

2. The Transit Imperative

The Province of Ontario has made a strong commitment to transit by renewing public investment in transit in the central zone through the Golden Horseshoe Transit Investment Partnerships (GTIP) initiative, the Ontario Transit Renewal Program (OTRP), and the repatriation of GO Transit. This is a good first step, but there are a number of additional measures that can also be taken in the short-term by all levels of government to build a transit network that can attract significant ridership to relieve congestion and improve air quality.

***2.1 A Well-Maintained System* — The Panel recommends that transit operators, municipalities, the province, and the federal government commit to adequate levels of investment in transit renewal in order that the system can be well-maintained over the long-term.**

A fundamental starting point to build transit use and unlock gridlock is a state of good repair of the existing vehicles and supporting infrastructure. This means re-investing in existing systems to ensure they can continue to operate efficiently and safely. Historically, buses were built to last 18+ years with proper maintenance and this was incorporated into renewal planning. American guidelines indicate that bus fleets should last about 12 years, and buses from the USA (where some Ontario transit authorities purchase buses) are therefore only built to meet US guidelines, and buses can now be expected to last from 12–18 years. The average age of the Ontario bus fleet is currently between 12 and 13 years, which means a large number of buses are due or will soon be due for renewal.

Ontario's Transit Renewal Program is part of the Province's 10-year, $9 billion transit investment plan. The OTRP will cost share up to 1/3 of eligible transit capital renewal projects in Ontario. $100 million was announced for 2002. Investment by all levels of government in transit renewal are required to replace these aging fleets. In addition to investing in bus fleets, funding is also required to maintain capital transit plants, specifically stations and trackage.

***2.2 Inter-Regional Transit* — The Panel recommends the following priority elements of an inter-regional transit network:**

a) **Provide a base level of transit services (e.g., 10–20 minutes bus service in peak periods) on a comprehensive and integrated grid of inter-regional north-south and east-west corridors, linking key nodes of high travel demand;**

b) **Increase GO Transit services, including but not limited to the GO 10 year growth plan, which will lessen gridlock and advance smart growth; and**

c) **Provide a higher-order of transit services on specific corridors connecting key nodes with the appropriate mode of transit, specifically the Hwy 407/7 corridor, linkages to the Yonge Street and Spadina subways and the Hwy 403/Eglinton corridor.**

An integrated transportation network for Central Ontario will include significant inter-regional transit. The Gridlock Sub-Panel and Panel discussion has been built upon the studies by the former Greater Toronto Services Board (GTSB), and MTO's subsequent work to identify an inter-regional transit network. This should be pursued further, as should expansion of GO Transit as an integral part of the inter-regional network, to connect cities outside of the GTA such as Barrie, Peterborough and Kitchener-Waterloo to the transit network. Details of some corridor alignments, technology, and priorities for implementation require further discussion.

2.2 a) Establish a base level of transit services in the GTA:

At this time, many existing areas of high growth in the Greater Toronto Area are inadequately served by inter-regional transit. A grid of east-west and north-south inter-regional transit services was originally proposed by the Greater Toronto Services Board and has been further refined by MTO, to connect the City of Toronto with the surrounding municipalities, and to connect these municipalities with each other. In the short-term, this area within the Central Zone could be served mainly by large coaches and buses operating in mixed traffic, complemented by transit priority features at bottlenecks. Frequent (10 to 20 minute) service during peak periods and appropriate (20 to 30 minute) service off-peak will be sufficient to serve current demand. The system can be augmented and extended beyond the GTA over time as demand warrants, but will provide an essential base level of service in the short-term. The Panel, the Gridlock Sub-Panel, and the Strategy Sub-Panel will continue to identify opportunities for longer term expansion of the network, in the context of the development of a Smart Growth Strategy for the zone.

A July 12, 2002 GO Transit Board report suggests that in the longer-term, a full bus rapid transit (BRT) system can economically deliver fast, convenient and reliable "train-like" service. GO Transit, TTC, local transit authorities and/or the private sector could be operators on the system. The GO Board report identified a number of short-term improvements as a first step to building a BRT network. These include Hwy 403 busway, transit priority and commuter parking (identified in sections 2.2c, 2.3 and 2.8 of this report, respectively), as well as bus stop amenities/bus stops at key interface locations.

2.2 b) Increase GO Transit services:

The Panel recognizes that the expansion of GO Transit's existing radial network beyond the GTA is an important long-term goal (15+ years), and planning for this will be addressed through the Central Zone smart growth strategy, and the development of an integrated transportation network.

In the medium term, GO's Ten Year Plan outlines actions to increase the core capacity of the rail and bus systems, in order to accommodate current demand and short term projected growth.

GO Transit recently reviewed its short term priorities, and identified a number of commuter parking lots (described in 2.8), the purchase of new coaches, and the expansion of key layovers (areas for trains to rest, refuel and receive minor maintenance when not in service midday and overnight) as some of the priorities over the next 1–3 years, in order to increase capacity and/or reduce operating costs (July 12, 2002 Board report).

2.2 c) Higher-order transit on key corridors:

The Panel strongly advises that provision of higher-order transit on corridors connecting strategic nodes in surrounding municipalities, is an important step towards the smart growth goals of providing transportation choice (a real alternative to the private automobile) and improving air quality. Higher order transit is bus or light/heavy rail that operates in its own right-of-way or in a priority situation, and therefore moves more efficiently than the regular flow of traffic and can carry large numbers of people quickly and comfortably. While the Panel continues to work with MTO on planning strategic directions for the future, the identification of the following corridors for high order transit are some critical first steps.

Hwy 407/7 Corridor:

More express services, selected priority measures to bypass bottlenecks, linkages to adjacent land use nodes, and improved connections to the TTC's Sheppard and Yonge subways are needed on the Hwy 407/7 corridor.

York Region has a 5-year action plan as part of a longer-term inter-regional expansion to be delivered using a recently-announced public-private partnership for rapid transit on Hwy 7, from Jane Street to Hwy 27, and from Yonge Street to Kennedy Road. This project would complement any network ultimately agreed to by the Province, GO Transit, TTC and other local transit authorities.

Linkages to Yonge Street and Spadina Subway:

The Panel supports the work necessary to provide higher order transit on Jane Street linking Hwy 7 to York University and the Downsview subway station; and on Yonge Street from Hwy 7 to the Finch subway station. The implementation of these plans will both improve transit service and relieve gridlock in some of the Central Zone's busiest corridors.

Hwy 403/Eglinton:

On Hwy 403, GO Transit advises that increased service using existing shoulder lane infrastructure on Hwy 403 and Centreview Drive and improvements to enhance the transit connection to Square One Shopping Centre could be implemented quickly.

The City of Mississauga has also identified the Hwy 403/Eglinton corridor for a fu transitway and received EA approval for transit priority lanes. The eastern part of corridor will allow future linkages to high order transit in the north using Hwy 42 and Hwy 407. Components of this transitway precursor system have been constru including a new Mississauga City Centre transit terminal. Its location provides int regional bus services quick access to and from Hwy 403. In the short-term, impor gains may be made by acquiring additional buses that will expand existing inter-regi bus services into Toronto.

Some of the services described above on these corridors could be provided by the private sector bus industry as well as other transit authorities.

***2.3 Transit Priority* — The Panel recommends that measures be implement to increase the priority given to transit on roadways.**

Transit priority results in faster flow of transit vehicles, which makes transit more attractive to riders and reduces operating costs (reduced round trip times which redu required number of vehicles). Transit priority measures include queue jump lanes, yield-to-transit regulations, signal priority, bus lanes on existing highway shoulder and peak-period turn and parking restrictions.

Bus use of highway shoulder lanes:

The use of existing freeway shoulders as bus lanes could quickly increase capacity speeds and reliability along transit corridors, where the shoulders are already buil standard. Where congestion pinch points exist, buses could also use the shoulder a merge back into traffic.

GO Transit's Ten Year Plan has identified the potential for bus shoulder lanes on Hwy 403, and the section west of Mississauga could serve as a pilot project becaus shoulders on this section were built to carry buses as part of Mississauga's plans fo a transitway.

GO Transit and MTO are also looking at the implementation of shoulder queue ju or HOV opportunities on highways.

High Occupancy Vehicle (HOV) lanes:

The TTC has a number of existing HOV lanes, and would like to improve some of these and implement new ones, parts of Finch, Lawrence, Eglinton, St. Clair, and Dufferin, among others. MTO is undertaking an assessment of potential for HOV lanes on the 400-series highways.

Queue jump:

Queue jump lanes with signal priority would create reserved bus lanes that allow transit vehicles to enter and clear intersections before other traffic. In order to hav a real impact on transit travel time, this should be implemented at key intersection along an entire stretch of an arterial, so that congestion is not merely pushed to th next intersection.

Hwy 7 in York Region has been identified as a potential pilot project using queue jump lanes with signal priority at seven congestion points in Markham, Richmond and Vaughan. This would be integrated with the plans for higher-order transit Hwy 7 (see recommendation 2.2 e).

Signal priority:

Even in the absence of a special queue jump lane, signal priority for transit vehicles can help move transit more quickly. At present, the TTC employs signal priority at 260 intersections on eight routes, with benefits of faster service and an annual savings of $1.5 million in operating costs, and ten streetcars and four buses in vehicle savings. The TTC would like to expand signal priority to 27 additional routes.

Yield-to-transit regulation:

The authority to enact "yield-to-transit regulations" already exists in Ontario legislation. It would be fairly straightforward to enact the necessary regulations, which would apply across Ontario. The cost is minimal, as only driver education regarding its initiation is required. Experience in Quebec and British Columbia suggests that reasonable benefits are achieved without special enforcement. Although potential savings have not been quantified, travel time roughly equates to operating cost, thus a 1% reduction in overall travel time should result in about a 1% reduction in operating costs. In Toronto, this could be in the order of $2-3 million savings for every 1% reduction in bus travel time.

2.4 Expand Capacity of Union Station **— The Panel recommends that all planned improvements to Union Station be completed as quickly as possible, to clear the bottlenecks and allow more passenger throughput during peak hours.**

Expanding the capacity of Union Station is a key activity for the short-, medium- and long-term. This will take some time, but needs to be initiated in the short-term to improve TTC service and if the GO rail system is to be in a position to expand in the future. Some elements of the expansion have been initiated but others are not yet fully funded.

With assistance from all levels of government, the construction of a second subway platform at Union Station that will expand access is underway, as part of the Toronto waterfront revitalization initiative. Other required Union Station improvements include:

- improve rail service by providing more stairwells from platforms;
- improve track layout to increase the speed and frequency of trains;
- shared use of platforms with VIA trains;
- construction of a new shed-roof; and
- improvements to passenger environment.

2.5 Build Key Rail Grade Separations **— The Sub-Panel recommends that key rail-to-rail grade separations be initiated immediately to allow the separation of east-west freight traffic from north-south passenger rail traffic.**

Where GO and freight train tracks intersect, GO Trains must wait for freight trains to cross. To increase service and avoid delays, the tracks need to be grade separated. While these improvements are expensive and will take several years to complete, they must be initiated in a timely fashion in order to accommodate expansion to serve a growing population and transit ridership. GO Transit has identified priority rail grade separation initiatives for Bradford, Stouffville and West Toronto.

***2.6 Expand Intra-Regional Transit* — The Panel recommends that the Province and Federal Government commit to financially supporting the expansion of intra-regional transit services in the Central Zone.**

The Panel discussions to date focused mainly on inter-regional transit, and maintaining a state of good repair of local transit. However, many municipalities in the Central Zone, particularly outside of the GTA, lack sufficient local transit and require significant expansion of services and networks in order to support transit ridership and provide a real alternative to the private automobile.

Urban areas experiencing population growth throughout the region such as Barrie, Burlington, Hamilton and Kitchener-Waterloo face pressure to improve transit service within their municipalities. Some areas have seen increases in ridership while most have seen declines in per capita ridership. Investment in these transit systems would increase the potential for improved performance of each system, assist in increasing transit modal share, and improve transit services which feed into the inter-regional transit network.

***2.7 New Commuter Transit Services* — The Panel recommends that new transit services be targeted, in particular to address congestion during peak travel times, such as more express routes to major employers.**

Increasing express services to major employers (e.g. IBM, Royal Bank headquarters) and dense employment areas will attract riders who would otherwise drive in order to reach work quickly. Several pilot projects are underway in Ontario. For example, the Province of Ontario, in conjunction with other levels of government and local chambers of commerce in the Central Zone, already provides financial support to the Black Creek Regional Transportation Management Association to address the need for alternative transportation. BCRTMA has helped employers such as Bombardier Aerospace, Knoll, the Province of Ontario and the Toronto and Region Conservation Authority to launch commuter programs that incorporate more transit use among employees. The Region of Waterloo has developed a program with two major employers. Both the City of Toronto and York Region want to launch similar initiatives in the GTA.

***2.8 Increase Access to Transit* — The Panel recommends that in the short-term, commuter parking lots and car pool lots be expanded, and that shared-use lots be pursued, at locations where lack of parking is limiting transit use.**

The Panel also recommends more local bus routes to transit stations, and increased multi-modal facilities at stations to encourage cycling and walking.

In the medium and long-term, the Panel recommends increasing density of development in the vicinity of transit stations, including locations where parking currently exists.

In addition to increasing service and improving service levels, actions should be taken to improve access to GO Transit and TTC commuter stations. Experience has indicated that parking lots, particularly at GO and TTC stations are filled quickly and have immediate positive impacts in terms of taking cars off roads and highways. Shared use lots have been successful at Yorkdale, Kennedy Station, and Warden Woods. The Panel cautions that increasing parking is a short-term solution, and recognizes that over the long-term, increasing density at transit hubs and improved transit services to GO stations is a preferred solution.

Commuter Parking:

GO Transit has identified the following commuter train parking lot construction/expansion projects for 2002–2006 to accommodate over 6645 new riders per day.

1. Richmond Hill Parking Expansion (600 spaces)
2. East Gwillimbury Station (1,400 spaces)
3. Mimico Parking Expansion (70 spaces)
4. Whitby Parking Expansion (500 spaces)
5. Bradford Parking Expansion (300 spaces)
6. Pleasant Station (600 spaces)
7. Streetsville Parking Expansion (300 spaces)
8. Lakeridge Station (1,500 spaces)

The TTC has also identified phase one expansion of commuter parking at Kennedy, Finch, Downsview, Wilson, and Kipling stations for 1200 new spaces, and a phase two expansion of an additional 6,500 new spaces at Kennedy, Finch, Downsview, Wilson, CNE, Kipling, Islington, and Mimico.

GO Transit has also identified potential for bus rapid transit park and ride lots, with about 2,000 parking spots over 10–15 locations in Pickering, Scarborough, Vaughan, Markham, and Mississauga. These parking lots would support an emerging bus rapid transit network along Highways 401, 407, 427, 403, the DVP, and major arterials. The transit priority measures to support BRT along these highways are outlined in 2.6 (Transit Priority).

York Region also intends to provide commuter parking lots at gateways in rural municipalities that will provide access to the transit network. These gateways will include telephone facilities, washrooms and supportive service/retail uses.

Linked to the provision of commuter parking at GO Stations is the charge for parking. In the GO Transit system, the charge for parking is built into the fare. Separating the parking fee and fare would reduce the cost for those not using the parking, and could therefore provide an incentive to take transit, carpool or walk to the GO Station. The Panel suggests that a pilot project be undertaken at selected parking lots to assess the feasibility and impact of separating the parking and fare costs.

Local Access to Transit:

York Region Transit will increase local access to TTC as part of its 5 Year Action Plan. Two priority segments, connecting the Richmond Hill Centre to the Yonge subway at Finch station and Vaughan Corporate Centre to York University and the Spadina subway at Downsview station, are also consistent with TTC priorities. Moreover, rapid transit on these corridors will quickly boost ridership for both systems while alleviating gridlock on Hwy 7. Similarly, the GTA West Transit Corridor proposes to connect Burlington to Toronto through Halton using the Hwy 403/Eglinton corridor within Mississauga, creating linkages to the Bloor and Spadina subways. These actions are included in the provision of higher order transit in these corridors (see recommendation 2.2e).

Access to GO rail stations varies greatly throughout the system. While local transit service is excellent at the most common morning peak-period destination (Union Station), accessibility at the origin station is often less convenient. Local transit connectors have been established successfully in several municipalities, with extensive coverage in Oakville, Pickering, and Richmond Hill, in particular. Making transit attractive requires that both trip-ends be reasonably accessible. Local connections can be made either by regular routes, or by special "GO shuttles" and by "concierge" type van pools from private residential areas. Perhaps the greatest benefit of these types of connectors is to provide an alternative to park-and-ride and, thus, relieve some of the demand pressure from the busiest park-and-ride lots at GO stations.

The use of bicycles to access the GO rail system provides another means of reducing demand for automobile park-and-ride facilities. This action would tend to be more successful at stations surrounded by moderately compact development and a street network compatible with bicycle use. It would also require facilities for which users would feel comfortable about leaving bicycles for extended periods of time such as, for example, at a sheltered area that was reasonably close to GO Transit employee workplaces (e.g. ticket offices) for surveillance.

Increasing Density at Transit Hubs:

In the long-term, increasing density at transit hubs will reduce parking requirements as development intensifies and increases transportation choices to include cycling and walking to reach commuter stations. The Central Ontario Smart Growth Strategy will include recommendations and implementation tools for compact development and transit supportive development nodes (see also recommendation 1.3). This recommendation could also be implemented through the Provincial Policy Statement.

***2.9 Transit Fare Incentives* — The Panel recommends the introduction and expansion of discount fare passes. The Panel also recommends implementation of incentives for employers to provide transit passes to employees.**

The provision of a variety of short- (i.e. daily), mid- (i.e. monthly) and long-term (i.e. deep discount annual) passes appeals to a broad range of consumers who are planning to use transit service on a regular basis. The objective is to increase the percentage of pass use, on the understanding that pass-holders will use transit on a more frequent basis. While discounting fares reduces revenue per capita, it can increase gross revenue, and will achieve ridership objectives (see section 4 discussion of performance criteria). The most recent introduction of deep discount programs in Ottawa, London and Waterloo Region have typically resulted in significant ridership increases (estimates in the 1–3 % range) with little or no revenue loss.

Discount fare passes that significantly reduce the cost of transit for regular users will increase ridership and can be implemented in many ways to benefit the general public without employer subsidies. For example, Ottawa's OC Transpo system offers discounts on monthly passes and books of transit tickets to promote transit use among regular and occasional commuters. Vancouver's TransLink offers similar savings to riders in addition to discounted fares during off-peak hours and on weekends. Similar incentives could be pursued to increase ridership on the TTC and GO Transit and while a revenue loss may result in the short-term, higher ridership and revenues will be long-term gains.

Fare passes could be targeted to special groups, specifically post-secondary students. In other Ontario jurisdictions such as Kingston and London, discount passes have changed the way students get to classes. Subsidized through tuition fees ($30–100 contribution), students receive transit passes to cover the semester at a significant

discount. Although local transit authorities must increase service on routes that service colleges and universities, they benefit from increased ridership and revenue regardless of whether students use the pass. To implement a similar program in the Central Zone, however, students at each institution would have to approve a referendum endorsing a surcharge to their tuition fees.

The Federal Government has introduced Ecopass, a pilot project that offers discount fares to employees working in downtown Ottawa. The City of Hamilton recently began offering its employees a 50% subsidy towards the cost of a transit pass, provided those with a parking pass first relinquished it. Employer provision of transit passes can be further encouraged by aligning tax policies so that employer-subsidized transit passes are not a taxable benefit, similar to parking subsidies for employees.

2.10 Workplace Incentives for Transit Use **— The Panel recommends that where there is accessible and underutilized commuter transit capacity, that implementation of (or increases to) workplace parking fees be encouraged.**

The price of parking has a significant influence on decisions to ride transit, where transit is an available alternative. Case studies of employer-based programs that involved raising employee parking fees to market rates have shown decreases in single-occupancy vehicle (SOV) use anywhere from 20–81 percent. In the short-term in downtown areas, increasing parking fees should be pursued and should go hand-in-hand with increasing and expanding transit service. There are a number of locations in the Central Zone, both in downtown Toronto and in the surrounding regions, where an increase in parking fees at workplaces would shift commuter travel onto transit. One example is York University where increases in parking fees have reduced the number of single occupant vehicles and significantly increased ridership on GO Transit. Similarly, the introduction of parking charges at Transport Canada in Ottawa led to a 20 percent decrease in SOV use and respective 16 and 3 percent increases in bus and carpool travel.

All levels of government could demonstrate leadership in implementing this recommendation at their facilities. The discontinuation of free parking for federal employees in the City of Ottawa in the 1970s led to a reduction in single occupancy vehicle trips from 35% to 27%. Modelling work done as part of the federal government's investigations into the feasibility of meeting the Kyoto greenhouse gas reduction targets estimated that a widespread implementation of workplace parking fees could reduce overall vehicle kilometres travelled in the order of 15–25% depending on the assumed fee level.

3. Transit Coordination

3.1 Fare Collection and Integration **— The Panel recommends the elimination of fare premiums for GO transfers with local transit in all municipalities, and that a long-term plan to integrate TTC and GO fares be developed.**

Greater coordination of fares and services will provide an incentive for riders as it will reduce the hassle and costs of transfer fares and multiple passes. Prior to 1979, an arrangement between several local transit authorities and GO Transit eliminated the fare premium for the rider, and transfer payments were then made by GO to the local authority. Since the introduction of fare premiums (e.g., 25–50 cents when transferring) in these municipalities, local transit systems have seen ridership to GO rail stations decline 17 to 25 percent. By eliminating the premiums again in the short term, ridership will increase on both systems and reduce demand on park and ride facilities at train stations. This will also help to increase access to transit as outlined in recommendation 2.8. The revenue lost by local transit operators may be returned through transfer payment agreements with GO Transit.

The long term integration of discounted TTC and GO Transit fares should significantly boost ridership. The existing Twin Pass program does not provide adequate savings to weekday commuters and costs TTC and GO more than is currently affordable. Future re-integration of GO Transit and TTC will require the creation of a centralized revenue management system to handle transfer payments. This is a long-term goal. Integration of fares should be accompanied by integration of trip planning information — schedules, routes, etc. — for easy access by ridership.

***3.2 Review Obstacles to Transit Coordination* — The Panel recommends that a review be undertaken to identify and address any legislative obstacles that impede coordination among transit authorities in inter-regional and inter-municipal transit.**

This should be undertaken by MMAH and MTO, in conjunction with the Gridlock Sub-Panel and those transit authorities involved in inter-regional services. It should include a review of legislation such as the *Toronto Act*, which deals with local transit authority.

4. Transit Sustainability

As noted earlier, transit funding from the province has recently increased, but more is needed from all levels of government. At this time, transit operators such as TTC and GO are underfunded such that they must obtain over 80% revenue/cost ratios. This makes some service unfeasible from a financial perspective, even though it might be desirable in order to reduce gridlock and support compact urban form. In order to achieve significant modal shifts from single-occupancy vehicle to transit, and in order to entice future population growth in Central Ontario to use transit, funding priorities must shift, other levels of government must contribute, and funding decisions for transit must be strategic to maximize ridership.

***4.1 Smart Growth Performance Criteria* — The Panel recommends that the Province consider a broad range of performance criteria that include smart growth objectives for transit systems, and not limit transit system performance measurement to revenue/cost ratios only.**

GO Transit has excess demand for its services. Under current performance criteria, GO is not encouraged to increase these services, unless nearly full cost recovery can be achieved immediately. While revenue/cost is a very important measure, other measures such as transit supportive land use and increased ridership need to be considered in order to support increases in service levels. This recommendation also applies to regional and local transit investment decisions made by municipalities.

For example, GO Transit has identified additional rail services that could be implemented during off-peak periods, using existing assets, which would not require new capital investment, including approximately 30-minute mid-day and evening service on the Lakeshore corridors, extension of weekend Lakeshore service to Oshawa and Burlington, and limited weekday off-peak train service on the Stouffville and Bradford corridors. These new services would not initially generate the current cost recovery criteria of 85%, and therefore have not been introduced. However, they would make GO Transit more attractive as riders would have more flexibility for return trips, and would attract riders for non-commute trips, which would contribute to smart growth goals and reduce gridlock. Subsidy requirements for these services are currently $13 million annually, and decrease over time as off-peak ridership grows.

***4.2 Golden Horseshoe Transit Investment Partnerships* — The Panel recommends that decisions that are made on GTIP support the objectives of Smart Growth, and are consistent with the specific recommendations of the Panel in sections 1, 2, and 3 of this report.**

Decisions on successful GTIP proposals are imminent, and the Panel strongly recommends that they be consistent with the advice in this report. The Panel recognizes that the call for expressions of interest (EOIs) for the current phase of GTIP occurred prior to this Panel's work, and that there may not necessarily be EOIs for the wide range of measures that are being recommended here. Subsequent phases of GTIP should make every effort to include the range of projects identified by the Panel as necessary to unlock gridlock.

5. Transportation Corridors: Goods movement and incident management

The Panel has not discussed specific highway routes, and intends to work with MTO on this as part of a long-term transportation network, in parallel with the process to develop a goods movement strategy. The Panel supports MTO's strategy of developing multi-modal, as opposed to single mode (highway), corridors, and the Panel encourages the province to link planning for the expansion and enhancement of transportation corridors, with the Central Zone Smart Growth Strategy, and to place particular emphasis on the movement of goods and border access.

As much as 50% of the congestion we face on highways and arterials results from incidents including crashes, mechanical breakdowns, emergency maintenance, spills, weather conditions, and special events. Effectively managing these incidents can therefore play a major role in reducing congestion in the transportation system.

The Panel recommendations dealing with incident management build upon the valuable work of highway incident stakeholders involved in the Red Tape Commission's Highway Incident Management Task Force, including representatives from emergency services, Canadian Automobile Association, insurance industry, towing industry, trucking industry, other industries and associations, and provincial ministries.

Construction is not considered an incident, but it does affect congestion. MTO has studied construction impacts on travel, and the Ministry attempts to do major work in off-peak hours, although this is increasingly difficult as peak periods are getting longer. Municipalities should also attempt to minimize traffic disruption due to construction on local roads.

***5.1 Coordinated Regional Goods Movement* — The Panel recommends that the province and stakeholders develop a regional coordinated goods movement strategy, including short-term opportunities for increased efficiencies.**

There are short term actions to improve goods movement specifically within the region that should be explored. For example, priority lanes, off-street loading and parking facilities, and establishing a regional goods movement sector council are some of the measures identified by key stakeholders including the Centre for Sustainable Transportation, CP Rail, and Moving the Economy.

In addition, a goods movement strategy should be developed that addresses the broader issues and requirements of trade within the zone, with other parts of the Ontario, with other Provinces, and with the USA. This is essential to address long term transportation requirements, and should be initiated immediately and integrated into planning processes. It will require coordinated action among different levels of government in the Central Zone.

***5.2 Joint Training and Operational Protocols* — The Panel recommends that joint training and protocols be established among transportation and emergency service agencies on agency responsibilities, communication, scene assessment and command techniques.**

This should be supported by regular coordination among agencies to review effectiveness, rectify problems, and implement new approaches. As well, emergency service providers should investigate opportunities to share equipment belonging to area municipalities in order to utilize closest-available equipment for clearing incidents.

Joint Operational Protocols:

Increasing coordination among transportation and emergency service agencies is a measure that can be implemented within six months and at almost no cost by having agencies meet regularly to improve communications. MTO and the Ontario Provincial Police (through the Solicitor General's Office) should take the lead by organizing meetings of emergency responders to determine response protocols. This recommendation was put forward by the Highway Incident Management Task Force (referred to hereafter as the Incident Management Task Force), with an emphasis that protocols for establishing command at an accident scene be the first order of business.

Another low-cost measure that could be implemented immediately is to require that MTO, the OPP and other emergency services work together to ensure that emergency vehicles, as much as possible, are parked off the roadway at an incident scene. Moreover, investigations and ticket issuance should take place off roads and highways as much as possible.

The Incident Management Task Force also discussed how the OPP can develop protocols to address their response to highway crime scene incidents, such as fatal vehicle collisions. OPP protocols should include performance standards for the clearance of highways, use of special teams to expedite OPP response and enhanced investigation techniques. The Panel supports this action. The costs of developing these protocols are minimal, and this work can be done quickly. Implementation costs would be associated with the use of special teams and new equipment.

Joint Training:

Joint training among transportation and emergency service agencies was also discussed by the Incident Management Task Force. The Panel recommends that all emergency responders receive training in highway incident management and that priority should be given to joint training opportunities involving OPP, MTO and Fire services.

***5.3 Clearing of Incidents* — The Panel recommends that legislation be considered that provides emergency service providers with the necessary authority to clear vehicles and debris quickly from highways and roads.**

Traffic congestion due to accidents and air pollution caused by idling cars can be greatly reduced if emergency service providers have authority to clear vehicles and debris quickly from highways and roads. The Incident Management Task Force discussed how the Ministry of Public Safety and Security and MTO can introduce legislative changes that would give police officers appropriate authority to remove or direct the removal of vehicles and debris. This legislation, however, must be reviewed to ensure that OPP officers cannot be sued if they act in good faith when removing vehicles and cargoes to re-establish traffic flow. Embedded into legislation and provincial policy should be the philosophy that incidents be cleared as quickly and safely as possible.

***5.4 Road Closure Action Plans* — The Panel recommends that Road Closure Action Plans, similar to that in use by the Region of Halton, be developed by provincial and municipal transportation agencies and emergency service providers to guide responses when incidents occur.**

These plans should include traffic diversion plans, multi-agency communications and inventory coordination, "safe" barriers at worst locations, and improved signage. Ontario already has a planning process in place to develop Road Closure Action Plans and they are expected to be complete within one year. This also builds on an Incident Management Task Force recommendation.

***5.5 Extend Incident Detection Systems* — The Panel recommends expanding and integrating incident detection systems, including COMPASS and RESCU.**

Available information suggests this is a very effective means of monitoring and detecting incidents, alerting response teams, advising motorists, and managing traffic flow. Ontario's COMPASS has already improved incident management practices in the province. The system has reduced the average clearance time of incidents from 85 to 30 minutes at a cost of $600,000/km, while displaying incident messages prevents an additional 200 accidents per year.

Studies of similar systems in the United States indicate that they resulted in 0.95–15.6 million vehicle-hours saved per year in urban areas. Pennsylvania's I–95 TIMS system has decreased highway incidents by 40% and cut closure time by 55%.

***5.6 Driver Education* — The Panel recommends that an extensive and long-term driver education program be launched to improve driver behaviour generally and specifically to improve behaviour surrounding highway incidents.**

The program should be cost-shared with the private sector, and should focus on ensuring that drivers know their responsibilities and reporting obligations in accident situations; make way for emergency services vehicles; understand that "rubbernecking" is a dangerous activity; and drive in the far right lanes except when passing (latter point does not apply to highways).

MTO's Road Users Safety Division is currently working on this project, and this recommendation was also supported by the Incident Management Task Force.

***5.7 Minimize Rail Transit Disruption Due to Incidents at Grade Crossings* — The Panel recommends that discussions among emergency services operators and rail corridor users be initiated to implement measures and protocols to minimize disruption to rail transit due to incidents at grade crossings.**

Incidents at grade crossings can affect transit services across the transit system, and should be a priority for incident management to ensure smooth transit operations resume as soon as possible.

APPENDIX B: REPORTS, INITIATIVES, AND PRESENTATIONS

Over the course of the Sub-Panel and Panel discussions, previous and ongoing initiatives were considered, specifically including:

- Input from the Ontario Smart Growth consultations undertaken in 2001.
- MTO's regional Strategic Transportation Directions planning process (underway).
- The Greater Toronto Services Broad (GTSB) *Removing Roadblocks, a Strategic Transportation Plan for the GTA and Hamilton Wentworth* (2000).
- *Transit Corridor Priorities and Phasing*, prepared for the GTSB by ENTRA Consulting and others (2001).
- *The business case for inter-regional regional Bus Rapid Transit (BRT) system in the GTA* prepared for the GTSB by McCormick Rankin International (2001).
- *Transit-Supportive Land Use Planning Guidelines* produced by MMAH and MTO (1992).
- GO Transit *10-Year Growth Plan* (2002).
- TTC ideas and plan for short term actions to increase transit use (including actions transferable to other transit authorities).
- Opportunities for the private bus industry in provision of inter-regional transportation, presented by Greyhound Bus Lines.
- *Goods and Services Movement Strategy Phase I*, prepared for the GTSB by IBI Group and others (2001).
- Recommendations of the Red Tape Commission's Task Force on Highway Incident Management, presented by MTO.

For further information, contact:

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Appendix iii

Interim Advice

from the

Central Ontario Smart Growth Panel

November 13, 2002

Early Actions:

Recommendation 1. — Improved Environmental Assessment Process

The panel recommends that the province initiate discussions with the federal government to harmonize the Provincial and Federal EA processes, through a formal Memorandum of Understanding. Certain future infrastructure initiatives related to growth management will no doubt require Provincial and Federal environmental assessments. Formally harmonizing the two processes can address cumulative impacts, result in efficiencies in data gathering, contribute to economic competitiveness through efficiencies of process, and provide direction on the right level of detail at the right time. Discussions on this have taken place in the past, and should be re-initiated. While it could take some time to fully harmonize the two processes, a provincial commitment to this goal and an initiation of the process can happen immediately.

Recommendation 2. — Planning decisions consistent with Smart Growth goals and principles

The panel recognizes that the current Provincial Policy Statement contains numerous goals and objectives for achieving smart growth but recommends that the province revise the PPS to provide more direction and clarity so as to continue to enhance opportunities for promoting smart growth throughout the Central Zone. The PPS is a significant tool for implementing smart growth. While the Provincial review is still underway, the panel recommends that the province include policies that will recognize that smart growth is a provincial priority, and that will establish a role for the eventual smart growth strategy to address broad issues that cross multiple jurisdictions. Moreover, the panel encourages the province to produce support materials and programs on the PPS to assist municipalities in implementation and interpretation of the PPS.

The panel recognizes that the Ontario Municipal Board is a fundamental appeal body integral to the Ontario Planning Process. While the appeal function of the OMB is essential, the panel recommends that the province commit to examine the role and procedures of the Ontario Municipal Board to ensure certainty and timeliness around implementation of smart growth decisions as set out in any revised PPS. The Planning Act requires the OMB to have regard to the PPS when making decisions but the panel questions how effective implementation of the PPS has been at the OMB. The province should appoint a commission to consult broadly with the public and stakeholders, and formulate recommendations for maintaining and improving the role and procedures of the OMB in the Ontario planning process. In particular, the current role of the OMB, the appointment of OMB members, the application of OMB dispute resolution and mediation activities, and the effectiveness of OMB administrative practices need to be examined.

Recommendation 3. — Establishment of a Provincial Facilitator

The panel also recommends that the province consider the establishment of a Provincial Facilitator to assist in the realization of the shared goals of Smart Growth.

Recommendation 4. — Provincial decision-making on facilities, real estate investments, and infrastructure

The panel recommends that the province commit to promoting the intent of Smart Growth through its decision making on provincial facility location, real estate investments and infrastructure. The panel recognizes the need for a high level commitment statement from the province indicating its intent to implement smart growth in its own planning decisions. Among other things, smart growth promotes using resources more wisely by optimizing the use of existing infrastructure and guiding future decisions on infrastructure investments. In making infrastructure decisions on facility location and real estate investments the province should follow smart growth principles. The province should also use smart growth criteria in determining funding for infrastructure for other levels of government and organizations.

Recommendation 5. — "Building Green in Ontario"

The panel would like the province to commit to and initiate the development of a green development program, to significantly reduce or eliminate impacts of development and redevelopment on the environment and the people who live and work in these communities.

A good example of such a program exists in the USA, where the US Green Building Council implements the Leadership in Energy and Environmental Design Rating System.

Under this kind of voluntary system, credits or "star ratings" could be given for sustainable community and site design, water quality improvements and water conservation, energy efficiency and alternative energy sources, improvements to outdoor and indoor air quality, and conservation of materials and resources. The program participants would be rewarded with the promotional benefits of having achieved green development credits or "star ratings". In the short term, it is recommended that the Province develop protocols or guidelines for a green development program, with the goal of implementing a pilot project in 2–4 years.

Recommendation 6. — Education, Awareness and support for smart growth

The panel recommends that the province, in collaboration with non-government organizations, other levels of government, and the private sector, commit to initiate an education program on the benefits of compact development and smart growth. This recommendation is similar to one made by the Central Panel on short-term actions to ease gridlock. While results from education may not be seen in the short term, the panel has stated that education must be initiated immediately, in order to built broad based support for the eventual smart growth strategy. Further work is required to define scope and a budget. This work should be coordinated with education initiatives currently underway by other levels of government.

Recommendation 7. — Financing tools for municipalities

The panel is encouraged by government consultations on opportunity bonds, tax incentive zones and urban issues (including finances) generally, and recommends that Ministers Molinari, Coburn and others share their results with panel members for their consideration.

The panel is committed to addressing funding in the development of a long-term growth management strategy and advises the province to keep all possible options on the table and in a public forum.

Appendix iv

Summary of Panel Process and Public Consultation Process

Appointed by the Minister of Municipal Affairs and Housing in February 2002, the central Ontario Smart Growth panel was given the mandate of advising the provincial government on a long-term growth strategy for the central zone and on how to address two of central Ontario's most pressing growth issues: gridlock and waste management. To fulfill its mandate, the panel established three sub-panels — on gridlock, waste and a Smart Growth strategy — to provide it with detailed analysis and advice in these areas.

Mayor Hazel McCallion of Mississauga chairs the panel. Panel and sub-panel members were drawn from diverse sectors including municipal and regional government, the development industry, the environmental community, academia, transportation, waste management, resource management and agriculture.

The panel has spent the past year meeting with experts and evaluating research on growth management, consulting with stakeholders and the public and deliberating on its final recommendations.

Summary of panel process

The panel established three sub-panels to advise on the priority issues:

- Unlocking Gridlock and Building Livable Communities sub-panel, chaired by Dr. Gordon Chong, Chair, GO Transit;
- Re-thinking Waste Management sub-panel, chaired by Chair Bill Fisch, York Region; and
- Smart Growth Strategy Sub-panel, chaired by Mayor Robert MacIsaac, City of Burlington.

The panel considered a wide range of expert advice, reports and presentations on topics relevant to the future growth of the central zone, including land-use planning, urban form, natural heritage, agriculture, energy, social change, regional economy, goods movement, transportation demand, and aggregate resources. Sources of information included the Neptis Foundation, which commissioned a series of issue papers and scenario models, IBI Group, Regional Planning Commissioners of Ontario, Hemson Consulting, McCormack Rankin Corporation, Task Force on Competitiveness, Productivity and Economic Progress (the Martin Task Force), the City of Toronto, and others. The full range of publications considered by the panel is listed in the bibliography in Appendix vii.

Nine provincial ministries have been particularly involved in the work of the central panel and have provided expert input and information. They are the ministries of Municipal Affairs and Housing; Finance (and SuperBuild); Agriculture, Food and Rural Affairs; Economic Development and Trade; Environment; Natural Resources; Northern Development and Mines; Tourism, Culture and Recreation; and Transportation. (See Appendix v for more description of the inter-ministry support provided to the central panel.)

As its first priority, the panel developed interim advice on *Unlocking Gridlock and Promoting Livable Communities in Central Ontario*, based on recommendations from the Unlocking Gridlock sub-panel. Mayor McCallion submitted the advice to the Minister of Municipal Affairs and Housing in August, 2002.

In November 2002, based on the work of the Strategy sub-panel, the panel also submitted advice to the Minister of Municipal Affairs on early actions that the province could take to realize Smart Growth in the central zone.

In the Autumn of 2002, the panel developed a vision statement, core values and guiding principles and drafted strategic recommendations which incorporated the work of all three sub-panels.

These materials were the subject of five focus group sessions in December 2002 held in Grimsby, Kitchener, Markham, Toronto and Port Hope. Key stakeholders from municipal government, environmental groups, planning and development, agriculture, and other disciplines provided feedback and comment on the panel's work to date.

Based on stakeholder feedback, the panel refined its advice in January 2002 and in February and March 2003 engaged in broader public consultations in central Ontario. Five public open houses were held in Barrie, Toronto, Niagara-On-The-Lake, Waterloo and Peterborough, attended by approximately 500 people in total. The panel received 213 written submissions, and thousands of Web site visits were recorded during the public consultation period.

In March 2003, the panel integrated the public comments into its final version of its recommendations on strategic directions and, in addition, developed advice on how to implement its recommendations.

This final report, *Shape the Future*, integrates all of the input received by the panel over the past year of intensive work. This includes feedback from two rounds of consultation, submissions from stakeholders, preparation of a range of expert issue papers and growth scenarios, information and input from provincial ministries, and the deliberations of the panel and its three sub-panels.

As part of the public engagement program, the following materials were developed by the Smart Growth Secretariat to publicize and support the work of the panel:

- An information brochure
- Newsletter updates in August and November 2002
- A discussion paper entitled "Shape the Future" published in February 2003
- Draft strategic directions published in February 2003

All of these items can be found on the central zone page and sub-pages of the Smart Growth Web site, which was launched in August 2002.

Ontario Smart Growth Initiative: Chronology of Central Ontario Key Events

January 2001	Smart Growth initiative was introduced in Ontario by then Premier Mike Harris
May/June 2001	Spring consultations including invitation to public to provide input resulting in over 460 written submissions; 33 meetings with municipal government representatives; and 17 stakeholder sessions involving over 700 stakeholders across the Province.
Fall 2001	Fall consultations with stakeholders regarding proposed Smart Growth panel mandate, membership, and geographic scope.
February 2002	Central Ontario panel appointed by then Premier Mike Harris and Minister of Municipal Affairs and Housing Chris Hodgson.
March 2002	Central panel established three sub-panels: Unlocking gridlock and promoting livable communities; Re-thinking waste; and Smart Growth strategy.
August 14 2002	Central panel submitted interim advice on addressing gridlock.
November 2002	Central panel submitted early actions advice, and released draft vision, principles and core values for public comment.
December 2002	Five focus group meetings held in Grimsby, Kitchener, Markham, Port Hope and Toronto.
February 2003	Environmental Bill of Rights posting for central Ontario.
February – March 2003	Consultations with stakeholders and the public held in Barrie, Toronto, Niagara-on-the-Lake, Waterloo and Peterborough.
April 2003	Central panel delivers final report to the Minister of Municipal Affairs.

Summary of stakeholder and public consultation results

December 2002

Participants in the **five focus group meetings in December 2002** generally supported the Smart Growth initiative and the direction being taken by the central panel. They emphasized the importance of an implementation plan, the importance of consultation with the general public, and greater collaboration to achieve Smart Growth goals.

Spring 2003

Consultations held between **February 19 and March 21, 2003** stimulated considerable interest in the panel's work across the central zone. Public open houses were attended by 456 registered participants, as well as people that chose not to register, with 105 people asking questions or providing comments in the open forums. In addition, over 200 people made submissions by mail, fax, hand delivery and email.

Overall, participants supported the panel's vision, guiding principles and core values, while offering specific suggestions on concepts that could be incorporated. Many people indicated that they were impressed with the work of the central panel and urged effective implementation of the directions expressed in the discussion paper.

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Participants generally agreed with the proposed directions for "reshaping where and how we live". There was strong support for limiting growth and requiring it to be confined within urban boundaries, while preventing sprawl on agricultural and natural lands. A number of submissions did not support urban boundaries, anticipating that land supply will be depleted in 10-15 years, and supporting longer planning horizons and identification of future growth areas.

Many people would like to see more compact urban form, with higher density, mixed-use development that is transit-supportive and pedestrian-oriented. The need for choice among forms of housing was stressed, with a particular emphasis on affordable housing. The revitalization of waterfronts and historic downtowns was encouraged, including the redevelopment of brownfields.

There was also general agreement with the proposed directions for "unlocking gridlock", with the greatest emphasis on public transit and transportation demand management, and the least support for additional/expanded highways. Participants expressed concern that "economic corridors" will result in more highways and contribute to sprawl. They expressed support for the use of rail for commuter travel as well as goods movement.

The waste management directions, described in the consultation paper, were generally supported, especially reduction at source, less packaging and increased producer responsibility. There were some submissions strongly in opposition to incineration and others in opposition to landfilling. There were also a few submissions strongly in favour of incineration and of landfilling.

Participants urged the retention of schools in older downtown neighbourhoods, and called for more investment in post-secondary education.

There was an emphasis on the need for an ecosystem approach to managing water resources, including the protection of water sources. Production of alternative forms of energy was encouraged.

Participants were generally supportive of the proposed directions for protecting the environment. However there were also concerns that rural issues, including the protection of prime farmlands and the Niagara Tender Fruit lands, were not being adequately addressed. Many participants called for greater protection for the Niagara Escarpment, Oak Ridges Moraine, other moraines, watersheds, Carolinian forest areas, and other natural-heritage features. Some people expressed concerns that the proposed economic corridors would impact natural heritage areas.

Comments about how to implement the panel's recommendations stressed the need for appropriate implementation tools, incentives, stakeholder support, public education, ongoing consultation with municipal governments, and adequate funding. Participants called for legislative "teeth" to ensure that the Smart Growth directions are implemented, with an emphasis on the Provincial Policy Statement and municipal official plans. A co-ordinating body was recommended for transit and planning in the GTA. Many participants recommended reform of the Ontario Municipal Board.

The panel considered all comments received through the consultation process, and modified its advice to address many of the issues and comments raised.

Appendix v

Inter-ministry Support for the Central Panel

Smart Growth Inter-ministerial Committees

The Smart Growth Secretariat, the overall coordinating body for Smart Growth, has been working closely with partner ministries to coordinate and integrate programs, policies and initiatives and to give support to the Smart Growth panels.

Smart Growth partner ministries include

- Ministry of Transportation
- Ministry of Finance (Ontario SuperBuild Corporation)
- Ministry of Northern Development and Mines
- Ministry of Natural Resources
- Ministry of Agriculture and Food
- Ministry of Tourism and Recreation
- Ministry of Culture
- Ministry of Enterprise, Opportunity and Innovation
- Ministry of Training, Colleges and Universities
- Ministry of the Environment

Representatives from other ministries are also involved as needed.

The inter-ministerial structure that has been functioning over the last year to support Smart Growth and the work of the panels includes a Corporate Steering Committee and five inter-ministerial zone committees (one to support each panel). A major role of the zone committees is to provide data, information, perspectives and advice in support of the panels.

Corporate Steering Committee

The Corporate Steering Committee comprised of Directors from key Smart Growth ministries, coordinated strategic input into the work of the panels and the government's Smart Growth agenda. The Committee has provided a forum for two-way communication between the Smart Growth Secretariat and members' own ministries, on all aspects of the Smart Growth initiative.

The Inter-ministerial Central Zone Committee

The Central Zone Committee has been a key resource for the central Ontario Smart Growth panel, providing information, data and feedback to the panel throughout the process of developing their advice to the Minister. Representatives have also worked closely with the Smart Growth Secretariat to coordinate and integrate Smart Growth-related policies and programs.

Central Zone Inter-ministerial Committee Members:

Bev Hendry, Regional Director, Central Municipal Service Office, MMAH (Co-Chair)

Leslie Woo, Smart Growth Secretariat, MMAH (Co-Chair)

Maggie Allan, Manager, Stakeholder Relations Unit, Provincial Local Finance Secretariat

Linda Ashley Crane, Senior Policy Advisor, Corporate Policy Unit, Ministry of Tourism and Recreation and Ministry of Culture

Chris Burke, Manager, Urban Economic Development Partnerships, Ministry of Enterprise, Opportunity and Innovation

Bob Farrow, Manager, Central Region, Regional Service Branch, Ministry of Tourism and Recreation and Ministry of Culture

Rob Glaister, Manager, Corporate Policy Unit, Ministry of Tourism and Recreation and Ministry of Culture

Julius Gorys, Senior Planner, Urban Planning Office, Ministry of Transportation

John Howe, Director, Toronto Waterfront Revitalization Secretariat, Ontario SuperBuild Corporation, Ministry of Finance

Teresa Marando, Manager, Urban Planning Office, Ministry of Transportation

Donna Mundie, Land Use Policy Specialist-Resources, Ontario Ministry of Agriculture and Food

Lera Ryan, Manager, Rural Development Unit, Rural Development Policy Branch, RDD, Vince Sferrazza, Supervisor, Non-Hazardous Waste Diversion Unit, Ministry of Environment

Tracy Smith, Manager, Aurora District, Ministry of Natural Resources

Greg Tokarz, Senior Planner, Urban Planning Office, Ministry of Transportation

* *This is a list of Central Zone Committee representatives. However, many other representatives from these and other ministries, have been actively involved as needed in supporting the work of the Smart Growth Secretariat and the central Ontario Smart Growth panel.*

Appendix vi

Municipalities in the Central Zone

Adjala-Tosorontio
Ajax
Algonquin Highlands
Alnwick / Haldimand
Amaranth
Asphodel-Norwood
Aurora
Barrie
Bradford West Gwillimbury
Brampton
Brant
Brantford
Brighton
Brock
Burlington
Caledon
Cambridge
Cavan-Millbrook-North Monaghan
Centre Wellington
Clarington
Clearview
Cobourg
Collingwood
Cramahe
Douro-Dummer
Dufferin
Durham
Dysart et al
East Garafraxa
East Gwillimbury
East Luther Grand Valley
Erin
Essa
Fort Erie
Galway-Cavendish-Harvey
Georgina
Grimsby
Guelph
Guelph-Eramosa
Haldimand
Haliburton
Halton
Halton Hills
Hamilton, City of
Hamilton, Township of
Havelock-Belmont-Methuen
Highlands East
Innisfil
Kawartha Lakes
King
Kitchener
Lincoln
Mapleton
Markham
Melancthon
Midland
Milton
Minden Hills
Minto
Mississauga
Mono
Mulmur
New Tecumseth
Niagara
Niagara Falls
Niagara-on-the-Lake
Newmarket
North Dumfries
North Kawartha
Northumberland
Oakville
Orangeville
Oro-Medonte
Orillia
Oshawa
Otonabee-South Monaghan
Peel
Pelham

Penetanguishene
Peterborough, City of
Peterborough, County of
Pickering
Port Colborne
Port Hope
Puslinch
Ramara
Richmond Hill
St. Catharines
Scugog
Severn
Shelburne
Simcoe
Smith-Ennismore-Lakefield
Springwater
Tay
Thorold
Tiny
Toronto
Trent Hills
Uxbridge
Vaughan
Wainfleet
Wasaga Beach
Waterloo, City of
Waterloo, Regional Municipality of
Welland
Wellesley
Wellington
Wellington North
West Lincoln
Whitby
Whitchurch-Stouffville
Wilmot
Woolwich
York

Appendix vii

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